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SELF-EVALUATION OF PROGRAMMES IN ECA

I. INTRODUCTION

1. This is the second report on self-evaluation of programmes in ECA to be submitted to the ECA Conference of Ministers. As was the case with the first one, this report is a summary of self-evaluation reports undertaken by programme managers specifically for their own use. As exercises in self-examination, each report presents a critical assessment of the implementation of mandated commitments, the relevance of the medium-term plan and the impact of the activities of the secretariat on the problems addressed in the Medium-term Plan (1984-1989) and now extended to 1991.

2. The self-evaluations have also been undertaken in compliance with the resolutions of the General Assembly regarding planning and programming and more recently the recommendations of the Committee for Programme and Co-ordination (CPC) as endorsed by the General Assembly in its resolution 43/219 concerning the full integration of evaluation into the programme planning, budgeting and monitoring process. That same resolution also endorsed CPC's recommendation that "intergovernmental bodies take into account evaluation findings, programme planning and performance reports .. so as to arrive at decisions that would assist the secretariat in improving programme design, implementation and results".

3. It is to be noted further that, unlike the first report, the present one derives its mandate from the secretariat's programme of work adopted by the Conference of Ministers in its resolution 676 (XXIV) of 7 April 1989.

4. Five self-evaluation reports are summarized in this document. The five reports address, each in its own way, the secretariat's integrated management process which is made up of the following components: (a) Medium-term Plans; (b) programme budgets; (c) reports on programme performance; and (d) evaluation reports. The objective, in each case, is to draw out the lessons of experience with a view to improving programme design, implementation and results.

5. This report is divided in four sections. Section I presents the introduction, section II reviews the main findings and conclusions from the individual evaluation reports, and section III presents recommendations. Section IV presents summaries of completed self-evaluation reports, namely: A: Policies, institutions and technical assistance for economic co-operation of the programme Development issues and policies; B: Formulation of policies and institution building of the programme Human settlements; C: Development of policies, machinery and capabilities for Science and technology of the programme Science and technology; D: Statistical development of the programme Statistics; and E: Land transport of the programme Transport, communications and tourism.

II. MAIN FINDINGS AND CONCLUSIONS

6. According to the self-evaluations, the objectives of most of the subprogrammes, rooted as they are in the Lagos Plan of Action and Final Act of Lagos, continue to remain relevant to the needs of member States. This was true for all the subprogrammes reported upon. However, the translation of those objectives into the biennial programmes of work attracted attention and it was observed that:

(a) For subprogramme 4, Policies, institutions and technical assistance for economic co-operation, the work programme of the MULPOCs was not always related to the programmes of work of the intergovernmental organizations and a need for harmonizations was pointed out; and

(b) For subprogramme 3, Land transport, the outputs had been revised several times prior to implementation although with little effect on subprogramme objectives.

7. All subprogrammes, with only one exception (politics, institutions and technical assistance for economic cooperation), implemented their activities effectively. Activities were implemented in time and the secretariat attained high implementation rates for all mandated commitments. Further, according to survey data, the outputs of the secretariat were relevant, very useful and greatly appreciated by member States.

8. The implementation of the various activities enabled the secretariat to attain, to a good degree, the objectives of the Medium-term Plan. Indeed some of the activities contributed to some appreciable measure to the resolution of the problems addressed in the Medium-term Plan, 1984-1989 (now extended to 1991).

9. Significant achievements have been recorded, examples include in the coordination of producers and users through the Joint Conference of African Planners, Statisticians and Demographers in the case of the subprogramme on Statistical coordination and the contribution of the Institute of Population to improvements in the analytical ability of countries in this area, a number of States expressed great appreciation for the staff seconded to them and have requested the secretariat to assist them in developing their own national data bases and also expressed a preference for communication links with the ECA statistical data base. The subprogramme on science and technology in addition to creating awareness about science and technology issues, has also been instrumental in strengthening technological capabilities in member States through its two operational projects: the African Regional Centre for Technology and the African Regional Organization for Standardization.

10. The contribution of the subprogramme on politics, institutions and technical assistance for economic cooperation to the efforts of member States in the establishment of the African Economic Communities in Eastern and Southern Africa, Central Africa, West Africa and North Africa cannot be overemphasized.

11. Exceptions to the above generally favourable assessments on external factors did not always hold. The United Nations financial crisis of 1986-1987, coupled with the drought, desertification and the serious economic and social crisis in Africa during the biennium periods 1982-1983 and 1986-1987, affected to a great extent the secretariat's effectiveness. Thus for the subprogramme on development of policies, machinery and capabilities for science and technology, the increased enthusiasm of governments was met with adverse and deteriorated economic conditions that slowed down the pace at which specific problems were addressed. The same observation is true for subprogramme 1, Statistical development of the programme Statistics where the improvement noted at the beginning of the period has either stagnated or in some cases deteriorated due to the financial constraint as a result of the economic crisis.

12. For the subprogramme on human settlements - Policy development and institution building, although all the activities were implemented effectively, it is pointed out, nevertheless that "Il n'est pas toujours facile d'apporter une amélioration effective des conditions de vie dans les établissements humains dans ces pays qu'on pourrait affirmer que les objectifs ont été atteints".

13. Factors adversely bearing on the effectiveness of the subprogrammes included, inter alia, delays in the preparation and distribution of reports to intergovernmental meetings and in some cases lack of follow-up on recommendations. Survey results for three subprogrammes, first that on human settlements, next science and technology and finally statistics point out that the technical level of national participants at meetings has been a cause for concern and needs to be addressed.

III. RECOMMENDATIONS

14. Recommendations are presented in two categories - those addressed to member States and those addressed to the secretariat (programme managers) and are so identified. The recommendations addressed to member States require policy decisions to emphasize or reorient the objectives and activities of the particular subprogrammes. Recommendations addressed to the secretariat fall within the administrative responsibilities of the programme managers of the respective subprogrammes or other units of the secretariat and are expected to be addressed at that level.

15. Two recommendations which have been made under a couple of subprogrammes need to be highlighted. These are:

(a) Measures should be taken to ensure that participants at intergovernmental meetings are conversant with the issues being discussed [member States to implement]; and

(b) Consideration should be given to ensuring follow-up on the recommendations of meetings and other activities of the secretariat [both member States and the secretariat to implement].

Other recommendations are more specific to individual subprogrammes and are presented in the following paragraphs:

Subprogramme		Paragraphs
A.	Policies, institutions and technical assistance for economic co-operation	17
B.	Formulation of policies and institution building (Human settlements)	31
C.	Development of policies machinery and capabilities for science and technology (Science and technology)	49
D.	Statistical development (Statistics)	67
E.	Land transport (Transport, communications and tourism)	81

16. It should be mentioned that subprogramme A: Policies, institutions and technical assistance for economic co-operation was the subject of a review which

was requested by the General Assembly in its resolution 43/210 which endorsed the recommendation of the Board of Auditors that:

> "The achievements of the MDPAs be thoroughly evaluated with a view to deciding whether they [programme] should be continued or whether the mandate, nature and function of these centres should be completely reorganized".

A Review Team was subsequently appointed to review the MDPAs. The report of the Review Team and the comments of the secretariat thereon including proposals for conference in document E/ECA/CM.16/19. All the recommendations relating to the subprogramme should therefore be considered jointly with those contained in that document.

IV. SUMMARIES OF COMPLETED SELF-EVALUATION REPORTS

A. Development issues and policies in Africa subprogramme 1: Policies, institutions and technical assistance for economic co-operation

(a) Introduction

(b) Rationale for the self-evaluation

17. The main purpose of the self-evaluation of subprogramme 1: Policies, institutions and technical assistance for economic co-operation, which is implemented by the Economic Co-operation Office of ECA, is to assess the relevance, effectiveness and impact of the subprogramme and its contribution to the promotion of economic co-operation and integration in Africa. The self-evaluation is also being undertaken in response to the initiatives of the Secretary-General of the United Nations to establish a self-evaluation system in the United Nations as a means towards effective management of the programme activities of the United Nations.

18. The findings of the self-evaluation will be used to identify internal and external factors associated with the results of the subprogramme with particular attention being given to the design of the subprogramme, the problems addressed, the objectives of the subprogramme, the methods or the strategies and their continuing relevance to the previous factors affecting the effectiveness of implementation and the impact of the subprogramme. The lessons of the self-evaluation will be used to ensure recommendations for improving the effectiveness and impact of the subprogramme.

(c) Scope, coverage and methods

19. The self-evaluation covers the medium-term planning period 1984-1989 in the implementation of subprogramme 1: Policies, institutions and technical assistance for economic co-operation of the programme development issues and policies in Africa, over the biennium 1984-1985 and 1986-1987 as implemented by the Economic

Co-operation Office and the five subregional arms of ECA, namely the Multinational Programming and Operational Centres (MULPOCs)[1]/ located in the five subregions.

20. On account of the magnitude of the tasks involved, the methodology for self-evaluation has been based on consideration of outputs particularly on the close examination of the activities and outputs of the Economic Co-operation Office and those of the MULPOCs and on a case study of the Lusaka and Niamey MULPOCs. The two MULPOCs were selected primarily because of their size in terms of geographic area, population, number of member countries covered and regular budget resources allocated.

Number of countries covered and resources for substantive activities by biennium and organizational unit

Subprogramme organizational unit	Number of countries covered	Total RB resources (thousand US dollars)	
		1984-1985	1986-1987
Economic Co-operation Office (management of economic co-operation and integration)	-	1,338.1	1,494.5
Gisenyi-based MULPOC	3	338.1	406.0
Lusaka-based MULPOC	18	765.2	546.5
Niamey-based MULPOC	16	780.7	927.2
Yaounde-based MULPOC	7	454.7	567.5
Tangier-based MULPOC	6	197.8	624.2
Total	50	1,171.6	4,576.0

Source: ECA, Biennial Report of the Executive Secretary, 1986-1987.

1/ These are:

(a) Lusaka-based MULPOC, for Angola, Botswana, Comoros, Djibouti, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Seychelles, Somalia, Swaziland, Uganda, the United Republic of Tanzania, Zambia and Zimbabwe.

(b) Gisenyi-based MULPOC, for Burundi, Rwanda and Zaire.

(c) Yaounde-based MULPOC, for the Central Africa Republic, Cameroon, Chad, the Congo, Equatorial Guinea, Gabon and Sao Tome and Principe.

(d) Niamey-based MULPOC, for Benin, Burkina Faso, Cape Verde, Côte d'Ivoire, the Gambia, Ghana, Guinea, Guinea-Bissau Liberia, Mali, Mauritania, the Niger, Senegal, Sierra Leone and Togo.

(e) Tangier-based MULPOC, for Algeria, Egypt, the Libyan Arab Jamahiriya, Mauritania, the Sudan and Tunisia.

21. As the examination of impact requires a longer period than the single biennium of 1986-1987, it was considered that the assessment of impact should also cover the activities of the subprogramme during the previous bienniums. It is to be noted, in this connection, that the problems addressed and the legislative authority for the MTP date back to 1980[2].

22. Time constraints (particularly as the self-evaluation had not been planned) prevented a survey of end-users and beneficiaries and other participants involved in the implementation of the activities related to the subprogramme so as to obtain their views regarding the effectiveness and impact of the subprogramme. Consequently, this self-evaluation gives special attention to an analysis of the biennial programme budget and the linkage between the cohesiveness of subregional infrastructure and the productive structures.

2. Conclusions

(a) Relevance

23. The emphasis of the subprogramme has been on strengthening subregional and regional organizations by assisting them so that they would become effective instruments for structural change, by providing basic data and research on the complementarities of various national economies for the selection of economic co-operation projects and to co-ordinate and rationalize the activities of intergovernmental organizations in the field of economic co-operation. Indeed, the Final Act of Lagos placed primary importance on the creation and strengthening of subregional economic communities which must become effective economic entities. The member countries of the subprogramme must not only develop close economic co-operation ties between themselves but must also promote economic integration at subregional level in developing complementarities between their national economic structures. Therefore emphasis of the work of this subprogramme must continue to support this objective. The MULPOCs must therefore assist the economic communities in their area in achieving their objective of fostering subregional economic integration.

24. The MULPOC programmes of work are not always related to the programmes of the intergovernmental organizations (IGOs) and consequently had sometimes little effect on the activities of the IGOs. Also the harmonization between the activities of the MULPOCs and those of the ECA substantive divisions was not always effective. Many additional outputs required by the legislative organs of the MULPOCs were not harmonized with the work programmes of the intergovernmental organizations and some were not relevant to the economic integration objectives.

(b) Effectiveness

25. The implementation of the subprogramme has not been as satisfactory as would have been expected. The budgetary shortfalls arising from the United Nations

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[2] The Medium-term Plan for the period 1984-1989 (General Assembly, Supplement No. 6 (A/37/6), New York, 1983) was almost entirely based on the Lagos Plan of Action, adopted by the African Heads of State and Government in 1980, and subsequently by the General Assembly of the United Nations (General Assembly resolution 35/641).

financial crisis, staff limitations, changing socio-economic conditions, natural disasters and other reasons have led to termination of several of the outputs, some of which were relevant to the objectives of the subprogramme.

26. Moreover, given the staffing limitations and other constraints of ECA's substantive divisions, it seems unlikely that the decentralization of resources in favour of MULPOCs would happen in the near future. It seems equally unlikely that new funds from the General Assembly would be forthcoming to strengthen substantially the capacity of MULPOCs. It is for these reasons that since 1977 the ECA Conference of Ministers has adopted the following resolutions: 355 (XIV), 418 (XVI), 450 (XVII), 479 (XVIII), 522 (XIX), 549 (XX) and 566 (XXI) all of which aimed at strengthening the MULPOCS and pledged continuous support thereof, especially from the part of UNDP.

27. It is to be noted that the subprogramme was nevertheless able to meet an increasing volume of additional and priority legislative requests arising from Africa's Priority Programme for Economic Recovery (APPER), the United Nations Programme of Action for African Economic Recovery and Development, 1986-1990 (UN-PAAERD) and the second extraordinary session of the Commission/second extraordinary meeting of the ECA Conference of Ministers. Additional extrabudgetary resources were provided for these activities and in some cases their implementation entailed departures from programmed commitments.

(c) Impact

28. The failure of the subprogramme to implement several of its programmed outputs has adversely affected its impact. Further, some of the studies and technical assistance activities so far carried out were of a general nature and as such were not very effective in assisting the groupings in the process of economic integration. Although the subprogramme has been very effective in its assistance towards the establishment of subregional economic groupings, its impact in assisting those groupings in the process of economic integration was not quite as comparable. The outputs were not specific enough to promote the required impact and to generate effective solutions to the identified problems. There was very little or no impact at all on the rationalization and co-ordination of the activities of the IGOs, and on the adoption of economic integration programmes.

29. The subprogramme has, however, been very instrumental in establishing the Preferential Trade Area for Eastern and Southern Africa States (PTA) in 1981 and the Economic Community for Central African States (ECCAS) in 1983 and supporting those institutions as they established themselves during the 1984-1985 biennium. The Economic Co-operation Office did not succeed in assisting all of those organizations to adopt and implement well-planned economic integration programmes. ECO has nevertheless in the past two years embarked upon the preparation of integration programmes for economic communities and river and lake basin organizations to be financed by UNDP under its Fourth Regional Programming Cycle.

3. Recommendations

30. The following recommendations arise from the self-evaluation exercise:

(a) The structure of the subprogramme should give more emphasis to economic co-operation and integration with primary emphasis to economic co-operation and then to TCDC (to be implemented by the member States);

(b) Review and revise the medium-term objectives, problems addressed and strategy more frequently with a view to reflecting the current concerns of member States (to be implemented by the programme managers);

(c) IEDC activities at the subregional level would be an important component of economic integration process but it is necessary to formulate first coherent subregional integration programmes and identify relevant projects. When these projects reach the stage of prefeasibility studies, then the cooperation with the new industrialized countries (India, Brazil, Korea, etc.) would be essential (to be implemented by the member States and by the ECA secretariat);

(d) The main objective of the subprogramme should be to assist the IGOs in attaining their intergovernmental objectives towards economic integration, self reliance and self-sustaining development of their respective subregions. The subprogramme should further develop the concept of multisectoral projects geared towards initiating and accelerating the process of subregional and interregional economic integration (to be implemented by the member States);

(e) Initiatives undertaken in the preparation of the 1988-1989 programme budget should continue to ensure that MULPOC work programmes are reviewed and discussed by all member States and interested subregional economic groupings (the programme manager and PPCO should implement this recommendation);

(f) The Central Co-ordinating Office of the subprogramme should be staffed by a core of well-trained economists, at least one for each of the four subregions. Their responsibility should be to study the process of economic integration in their respective subregions, to advise the economic integration entities on appropriate policies and strategies to strengthen the process and to package relevant multisectoral projects to achieve subregional objectives. The job descriptions of the MULPOC staff should be revised to reflect the emphasis given to subregional economic integration (the programme manager should implement this recommendation);

(g) The MULPOC programme of work should give emphasis to operational activities and should support project activities of intergovernmental organizations throughout the project identification, preparation and implementation stages. The medium-term plan and biennial programme budgets should reflect this emphasis and the programme manager should implement this recommendation;

(h) There are areas of activity where closer harmonization between the MULPOCs and the substantive divisions of ECA could lead to considerable cost savings. For example, MULPOCs engage in periodic economic and social surveys of the subregions and the resulting outputs are no doubt useful inputs into the overall economic and social surveys conducted by the ECA divisions. However, there is no indication that the MULPOCs are, in fact, the actual blocks for the overall survey. Specially, it is recommended that:

(i) the work programmes of the MULPOCs should be more rationalized with those of the ECA substantive divisions. In consultation with the substantive divisions, the MULPOC directors should draw up work plans for the implementation of their programmes, detailing the contribution that they expect the substantive divisions to make to their programmes and the role that the staff of the MULPOCs would play in assisting the substantive

divisions to implement their programmes in the respective subregions. It goes without saying that the sub-programmes of the MULPOCs should be drawn up with the active involvement of the Economic Cooperation offices of ECA and in consultation with other ECA substantive divisions to be implemented by the programme executives.

(iii) The disbursement ratio of MULPOCs of the resources specifically budgeted for them by member states within the framework of UNTAO should be much more closely tied to implementation by the member states.

(iv) Financial support from member states should be increased. Contributions from member states should be increased and member States should commit to the MULPOCs concerned national staff for particular projects to be implemented by member States.

(v) There should be effective harmonization of MULPOC programmes with those of the host in the subregion, so that better use can be made of resources available to the subregion for tasks implemented by the programme executives.

B. Human settlements in Africa, Subprogramme 1, Policy development and institution building

1. Introduction

31. The evaluation of activities of the United Nations system was instituted pursuant to resolutions 32/197,36/228, 37/234, 38/227, 39/238 and 40/210 of the General Assembly. In those resolutions, the General Assembly requested, inter alia, the strengthening of the Organization's evaluation capability so as to enable intergovernmental organizations and Member States to take measures to improve their management and development policy formulation methods.

32. The self-evaluation of the programme on human settlements in Africa only concerns subprogramme 1 entitled "Policy development and institution building". This choice was made by the secretariat. The purpose of such self-evaluation is to measure the impact that execution of this programme has on the implementation of human settlements development policies in Africa. It could also make it possible to assess the quality, usefulness and effectiveness of outputs delivered under this subprogramme. Self-evaluation therefore has a dual function since it does not only make for assessing the quality of programme outputs but also for a better assessment of the needs of member states.

33. The self-evaluation of the period 1986-1987 was done on the basis of information collected through questionnaires, in accordance with and as contained in the Evaluation Manual of the United Nations prepared in October 1986. In June 1987, questionnaires were sent to all member States of the Commission and intergovernmental organizations represented at the Fourth Joint Meeting of the Intergovernmental Regional Committee on Human Settlements and Environment. The two types of questionnaires concerned, on the one hand, meetings and conferences and, on the other hand, research and policy analysis, reports/monitorings.

34. The overall objective of the secretariat is to devise and promote an integrated approach to human settlements policies and programmes at both the national and regional levels, based on spatial organization of economic activities and the adoption by government of national territorial development plans.

settlements of those countries that the objectives could rightly be said to have been attained.

42. The report and technical publication were used globally, even though the respective objectives are not quite the same.

43. Some difficulties were encountered during the execution of activities provided for in the subprogramme. They are mostly related to inadequate resources for the collection of recent data on issues discussed.

44. Such data should be collected on countries belonging to the various geographical regions and having different development levels.

3. Recommendations

45. Considering the difficulties encountered in the implementation of this subprogramme and in the use of the questionnaires, it will be necessary to propose the following recommendations:

(a) Programme manager

46. The programme manager must:

(a) Present, at most, three reports to the Joint Committee meetings so as to enable the participants to debate them in detail;

(b) Mail documents on human settlements separately from those of environment because the two sectors often come under different ministries in African countries;

(c) Ensure that documents are sent to member States at least two months before the meeting date;

(d) Send letters inviting participants to the Joint Committee meetings four months before the session so as to have enough time to send a set of documents to members of delegations designated by the member States;

(e) Send draft technical publications to the member States for comments and additions before they are finalized;

(f) Send the draft work programme to the member States well in advance to secure their opinions before it is finalized;

(g) Find out from the Chief of Administration whether adequate interpretation coverage has been provided for Joint Committee sessions.

47. Once evaluation questionnaires have been sent to member States and the responses analyzed, it would be necessary to choose two or three countries where an evaluation mission will examine in detail all aspects relating to an objective evaluation so as to assess the impact of the subprogramme, if not the entire programme, in those countries.

(b) Member States

48. Member States should strive to:

(a) Increase the participation of experts in the Joint Committee meetings; and

(b) Distribute documents to the appropriate departments dealing with human settlements issues.

C. Science and technology in Africa subprogramme 1: Development of policies, machinery and capabilities for science and technology

1. Introduction

(a) Purpose and rationale for the self-evaluation

19. The self-evaluation of subprogramme 1: Development of policies, machinery and capabilities for science and technology is being undertaken so as to assess its continuing relevance, effectiveness of implementation, and its impact in the resolution of the problems identified in the Medium-term Plan of the United Nations, 1984-1989 and Programme Budget. The self-evaluation will also assess the extent to which member States have benefited from the implementation of the subprogramme. The self-evaluation is also being undertaken in response to the requests of member States for evaluation information to enable them to take the necessary measures for effective development of programmes as well as future policy formulation.

20. The results of the self-evaluation will be used to improve the design of future medium-term plans, the linkages between the plan and the biennial programme budgets, effectiveness in the implementation of the programme budgets and to enhance the subprogrammes impact.

(b) Methodology and coverage of the self-evaluation

21. The self-evaluation covers the biennium 1984-1985 and 1986-1987 and focuses on an assessment of the main instruments which were used to attain the following objectives of the subprogramme:

(a) The Intergovernmental Committee of Experts on Science and Technology Development;

(b) Science and technology working groups; and

(c) Establishment and strengthening of national and subregional centres for technology.

22. For the first two, the self-evaluation has been based on the results of questionnaires which were distributed to participants subsequent to the meetings. Questionnaires together with explanatory notes were mailed to all the 135 participants (representatives of member States and observers) and nine questionnaires were returned. Data from administrative records and reports of meetings have also been used to assess the effectiveness of implementation. The views of member States, as reflected in their collective decisions, were used to determine the continuing relevance of the subprogramme to the concerns of member States.

53. The self-evaluation also assesses the extent to which the secretariat has assisted in strengthening the operations of regional and subregional technological institutions, in particular the African Regional Centre for Technology (ARCT) and the African Regional Organization for Standardization (ARSO) and their contribution to strengthening the technological capabilities of African countries. Administrative records and reports of the two institutions have been used in reviewing/assessing the extent to which they have been strengthened.

(c) Subprogramme objectives and strategy

54. According to the approved Medium-term Plan, 1981-1989 (extended to 1991), the objectives of the subprogramme on science and technology are:

(a) Intergovernmental: to adopt measures to ensure the development of an adequate science and technology base and the appropriate application of science and technology in guaranteeing development in the different sectors of the economy;

(b) General objective of the secretariat: organization and promotion of a strategy to encourage the recognition of the role of science and technology in African development and to strengthen the capabilities of member States to apply science and technology to development;

(c) Five-limits subsidiary objectives of the secretariat: development and dissemination of models of rural technologies which have proved to be suitable for application in rural Africa, by the process of adaptation and demonstration, to be completed by 1990; publication of an updated handbook of non-proprietary technology for building and construction materials in 1987 and of a new and similar handbook of technology for food processing and storage in the last quarter of 1986.

55. The strategy that would be adopted to attain these objectives would, according to the Medium-term Plan, consist of:

(a) Advisory services (technical publications, reports, visits, etc.) in the establishment and strengthening of national and subregional centres for technology and research and development institutions and in the formulation of science and technology policies and plans;

(b) Technical services to the African regional intergovernmental institutions in the field of science and technology;

(c) Advisory services (studies, publications, reports, etc.) in the development and diffusion of technologies relevant to the problems and needs of the rural population. In particular, the handbook of non-proprietary technology for building and construction materials will be updated in 1987 and 1988 and work will begin in 1985 on the preparation of a similar handbook of technology for food processing and storage to be published in the last quarter of 1986; and

(d) Promotion of mobilization of resources, including financial resources.

56. The above strategies also constitute the main categories of the outputs and services delivered by the subprogramme, and will therefore provide the focus for the self-evaluation exercise.

C. Conclusions

(a) Relevance

57. Subprogramme 1: Development of policies, machinery and capabilities for science and technology continues to remain relevant to the needs of member States. Consideration should, however, be given to accelerated implementation of the objectives of the Lagos Plan of Action and the Vienna Programme of Action within the context of the United Nations Programme of Action for African Economic Recovery and Development, 1986-1990.

(b) Effectiveness

58. The implementation of the various activities of the subprogramme during the period enabled the secretariat to attain, to a good degree, the objectives outlined in the medium-term plan. The effectiveness and impact of these activities can already be seen in the increasing involvement by governments of member States, of the role of science and technology in their development efforts and through the incorporation of explicit measures for science and technology in national development plans. New and strengthened infrastructures and institutions for the development of manpower for science and technology have evolved and new initiatives taken to provide appropriate incentives to scientific and technological manpower. Concrete steps are underway through the working groups of the Intergovernmental Committee of Experts for Science and Technology Development to develop and implement subregional projects which will strengthen technical co-operation among the countries of the region.

59. In view of the above, the intergovernmental objectives have been achieved to a great measure. Also the programme performance reports over the period under review indicate that the subprogramme attained the secretariat objectives satisfactorily.

60. A number of problems were encountered in the process of attaining the objectives, the main one being paucity of financial and human resources which do not correspond with the increasing demand on the services of the secretariat by the member States and their respective institutions. Although appreciable effort was made in a number of directions, more resources are needed to sustain the activities launched and additional professional support is necessary in terms of equipment and secretarial support.

(c) Impact

61. It can be confidently stated that the implementation of the subprogramme has brought some appreciable changes in the problems addressed. More countries have integrated science and technology in their national development plans and more conscious effort is being made to strengthen the infrastructure of policies and institutions and to link scientific and technological activities with the needs and requirements of the production sectors. However, the increased enthusiasm of governments has met with adverse and deteriorated economic conditions that have slowed down the rate of change expected.

3. Recommendations

62. In the light of the findings obtained in the present exercise, the following issues should be addressed by the programme manager in future:

(a) Future evaluation studies

(i) Continue to assess the relevance of the objectives and thrust of the Medium-Term Plan and biennial programme budgets, particularly with regard to the priority issues in the region.

(ii) Determine the impact of the entire programme on the development and utilization of science and technology in the African region and the creation of an autonomous capacity. In this regard, special attention should be paid to: (a) Policies and policy institutions for them, (b) institutions for promoting science and technology (technology development, assessment, selection, transfer), (c) relevance of research and development to programmes to developmental issues;

(iii) Determine the extent to which the programme and the activities have led to the adoption, by member States and their institution and other key economic entities of (a) better perspectives in tackling problems in science and technology, and (b) new knowledge and techniques;

(iv) Examine the existence and establishment of measures for following up on the recommendations arising out of the meetings, seminars, workshops and conferences in science and technology.

(b) Methodology

63. In order to obtain articulate responses by means of a questionnaire prepared and sent to the governments and institutions from whom responses are expected, such questionnaires should direct the respondent to present or indicate precise tangible or measurable indicators or evidence regarding changes/impact/effect. Statistical information should be requested wherever possible.

64. In addition to the above, it is suggested that questionnaires should be distributed and completed during the final sessions of the Working Group meetings, seminars and workshops. Questionnaires should also be included in all science and technology publications prior to dispatch to member States, etc.

65. Future evaluation studies should also endeavour to assess achievements by various categories of countries, for example, least developed, industrializing or island countries.

(c) Meetings, preparation and follow-up

66. In order to facilitate adequate preparation for seminars, workshops and conferences and to enhance quality of debate and outputs of such meetings:

(a) The programme manager should put in place a mechanism for ensuring that member States receive documentation on time; and

(b) Member States should ensure that their delegations are conversant with the issues placed before such meetings.

B. Statistics in Africa, Subprogramme 1: Statistical development

1. Introduction

(a) Background to self-evaluation

67. The self-evaluation exercise is being undertaken following a request by the United Nations General Assembly that the secretariat should undertake an evaluation of its own activities.

(b) Objectives of self-evaluation

68. There are six objectives to the self-evaluation exercise. These objectives are to:

(a) Assess how well the subprogramme was implemented;

(b) Assess the relevance and effectiveness of the subprogramme as a whole;

(c) Identify problems experienced in the implementation and the reasons for the problems;

(d) Fulfill the legislative aspect following a request by the United Nations General Assembly that the secretariat activities should be evaluated;

(e) Determine whether problems addressed in the Medium-term Plan are still relevant or need to be reformulated; and

(f) Assess the impact of the subprogramme on the problems addressed.

(c) Choice of subprogramme and methodology

69. Subprogramme 1: Statistical development was chosen for the self-evaluation exercise because this is regarded by the Division as its most important subprogramme. The elements of the subprogramme cover areas which continue to receive significant attention in the field of statistics in the African region. Issues such as statistical data base development and statistical training are areas requiring further development to the benefit of the African region. Special issues arising in these areas are thus useful to investigate in the self-evaluation exercise.

70. In this subprogramme an important issue of co-ordination and development is also addressed. This co-ordination of producers and users has been achieved through the biennial Joint Conference of African Planners, Statisticians and Demographers. The significant achievement in this area needs to be evaluated to enable its improvement in the future.

71. The period of coverage was chosen to be the biennium 1984-1985 and 1986-1987. It was decided to cover two bienniums to be able to compare progress made with respect to the impact of the outputs produced during the period. Another

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E/ECA/RCID.

THE FOURTH ACP-EEC CONVENTION: NEW PRINCIPAL FEATURES AND THEIR RELEVANCE TO AFRICA'S DEVELOPMENT

A briefing note by the ECA secretariat

1. INTRODUCTION

1. The fourth ACP-EEC Convention was signed in Lome, Togo, on 15 December 1989 betweeen the African, Caribbean and Pacific (ACP) countries comprising 68 developing nations and the European Economic Community (EEC) comprising 12 industrialized countries.[1] It will run for a period of 10 years commencing from 1 March 1990. This in itself is a new provision not found in the previous Conventions. In terms of structure and form, the new Convention is similar to the Third ACP-EEC Convention. It comprises six parts dealing with General Provisions of the ACP-EEC Co-operation; The Areas of ACP-EEC Co-operation; The Instruments of ACP-EEC Co-operation; Operation of the Institutions; and Final Provisions.

2. The negotiations for the Lome IV Convention took place against the background of several developments. Firstly, many African and other ACP economies continued to experience persistent declines or stagnation in their growth rates; poverty was becoming more wide-spread and there were increasing deficits in food production in some of the countries. The external sector performed poorly with increasing debt burdens, balance-of-payments deficits, foreign exchange shortfalls and overall declines in commodity earnings. There was concern that these adverse trends should be reversed to enable the ACP countries to embark upon sustained growth and development. Secondly, the agreements for the European Single Market 1992 raised doubts in the ACP States about their future relations with Europe. This dictated the need to ensure that the framework for ACP-EEC co-operation was preserved. Thirdly, as a result of the political and economic reforms in the Eastern European countries, the EEC re-designed their trade and aid policies to respond to the emerging European socio-political environment. It was therefore necessary for the EEC to assure the ACP States that the new aid packages for Eastern Europe would not be at the expense of the latter. Superimposed on these developments were the Uruguay Round Multilateral Trade Negotiations which to a large extent governed the level of concessions under the Lome IV Convention compatible with the provisions of the General Agreement on Tariffs and Trade (GATT).

3. Each successive Convention has introduced additions and modifications intended to strengthen the framework for ACP-EEC relations and enable the ACP States to respond adequately to developments in the international situation. Therefore, while the basic structure of Lome IV is similar to that of Lome III, important changes have been incorporated. Therefore, the purpose of this briefing note is to appraise the African States members of the ACP group of the principal elements of the Lome IV Convention that have been introduced and which represent a new dimension in co-operation between the North and the South. An attempt has also been made to indicate the possible implications of the new elements on Africa's social and economic development in the 1990s.

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[1] The First ACP-EEC Convention was signed in Lome on 6 February 1975 followed by Lome II on 31 October 1979 and Lome III on 8 December 1984. Prior to this, 18 African States (mainly French-speaking) signed the First Yaounde Convention with the original six European States in 1963. This was followed by the second Yaounde Convention which was signed in 1969.

II. GENERAL PROVISIONS OF ACP-EEC CO-OPERATION

4. Like its predecessor agreements, the Lome IV Convention affirms the undertaking by the contracting parties to strengthen the framework of ACP-EEC co-operation within the context of a legally binding system and the existence of joint institutions. Such co-operation is envisaged on the basis of (a) equality between partners, respect for their sovereignty, mutual interest and interdependence; (b) the right of each State to determine its own political, social, cultural and economic policy options; and (c) security of their relations based on the "acquis" of their system of co-operation. Within this broad mutuality of objectives, the Lome IV Convention has introduced the following new elements in the framework for ACP-EEC co-operation:

(a) Development should be based on a sustainable balance between its economic objectives, the rational management of the environment and the enhancement of natural and human resources (Article 4);

(b) Co-operation should be directed towards development centred on man, who should be the main protagonist and beneficiary of such development. This entails the respect for and promotion of human rights (Article 5);

(c) The attainment of more balanced and self-reliant economic development of the ACP States has been given recognition. To this end, special efforts shall be made to promote rural development, food security and strengthening of agricultural production in the ACP States. Priority is also given to environmental protection and the rational management and conservation of natural resources (Article 6);

(d) Special importance and high priority has been given to regional co-operation and integration, and the Community shall offer effective support to groups of ACP countries in their efforts towards co-operation and integration (Article 7);

(e) The Convention shall aim at environmental protection, the conservation of renewable and non-renewable resources and control of drought, desertification and deforestation. It shall also undertake specific measures to control locusts, preserve tropical forests, protect water resources and promote better balance between the urban and rural areas (Article 14);

(f) Industrialization has been fully recognized as a driving force in development as complementary to agricultural and rural development. This is essential in order to enhance productivity and the competitiveness of ACP economies in world trade (Article 17);

(g) The high dependence of many ACP States on primary commodity exports has been fully recognized. Hence, the new co-operation framework will enhance diversification, both horizontal and vertical, of the ACP economies, especially through the development of processing, marketing, distribution and transport. The re-organization and rationalization of production, marketing and distribution activities in the ACP States has also been accorded recognition (Article 18);

(h) Popular participation in development has also been recognized as an important element in development strategies. Accordingly, support shall be given to

decentralized public authorities, rural and village groupings, co-operatives, firms, trade unions, teaching and research centres, non-governmental development organizations and various associations in their efforts to contribute towards the development of ACP States (Article 20).

(v) The support for structural adjustment efforts in the ACP countries is a new dimension of the type of co-operation. This will be envisaged within the framework for increased trade between the contracting parties, alleviation of external debt; self-reliant development through the adaptation and transformation of technology; access to capital markets and private investments and achieving stability in commodity export earnings (Article 21).

III. THE AREAS OF ACP-EEC CO-OPERATION

A. Environment

5. This is a new addition by the Convention (Articles 33-41) based on the recognition that a rapid deterioration of the environment hinders development efforts, especially the attainment of self-reliance and food security. It aims at halting the deterioration of land and forests, the restoration of ecological balance and the preservation and rational utilization of natural resources to bring about lasting improvement in living conditions of the population. It also aims at ensuring that the international movements of hazardous wastes and radioactive waste is generally controlled and at preventing all direct and indirect export of such waste to the ACP states. However, this provision would not prevent an EEC member state from returning processed waste which was imported for processing to an ACP state.

B. Agriculture co-operation, food security and rural development

(i) The role of women in development

6. The role of women in development is fully recognized in the new convention and encourages the active participation of the rural population, both men and women, through forming associations and producer organizations. In particular, it seeks to increase the participation of women in production through better access to land inputs, credit and extension services. New measures will be taken to reduce the workload of women by, inter alia, investing in and adapting appropriate technologies in production as well as post-harvest and food processing (Article 4).

(ii) Food operations

7. A new element includes the need to provide products suited to the habits of consumers and speedy supply of food in emergency operations. There is also provision to purchase food not only in the EEC but also in the region or other developing country (Article 51).

(iii) Drought and desertification control

8. The Convention provides for the improvement of knowledge of, and the ability to forecast desertification phenomena and combating it/preventing through modern

technologies such as remote sensing. It also calls for an inventory of water bodies and their replenishment capacity, so as to ensure better predictability of water supplies, including surface and ground water management. It also envisages the establishment of a system for the prevention and control of bush fires and deforestation (Article 51).

F. Development of commodity co-operation

50. The Convention takes full cognizance of the high dependence of a large number of ACP countries on primary commodity exports and the deterioration in the performance of the export sector. A whole range of policies and measures have been proposed to be undertaken jointly by the Community and the ACP States which include, inter alia, production and export diversification; enhancement of human capital through training and information; better operation of the international commodity market including transparency; and improving the operation of existing international commodity agreements (Article 50 (a)).

G. Industrial development, manufacturing and processing

51. The provisions for industrial development have been completely revised to take into account the need for an integrated industrial strategy in the ACP States which interlinks with the other sectors such as agriculture, rural development, manufacturing, mining, energy, infrastructure and services. The main features of this provision includes support for the establishment of new industries to supply local markets in a more cost-effective manner and to ensure the growth of the non-traditional export sectors; special focus on manufacturing and processing of primary products; enhancement of engineering, metallurgical and chemical industries; industrial rehabilitation and capacity utilization; the establishment and strengthening of industry-related scientific and technical infrastructure; identification of practical opportunities for industrial co-operation between the ACP and the Community and special measures for the least developed, land-locked and island ACP countries to establish the basis for industrialization (Articles 47-49).

H. Mining development

52. New provisions have been introduced to deal with mining development. Of particular interest is the special attention given to encouraging the role of small- and medium-scale mining projects so as to promote local mining enterprises focusing on domestic or regional markets. The integration of the mining sector with the other sectors is also given special attention as well as appropriate policies for landuse and supporting infrastructure (Article 54-(ma)).

I. Enterprise development

53. This is a new element recognizing the important role of the enterprise sector in the development of the ACP economies. Efforts will be directed toward the directly productive activities and assistance will be provided for the mobilization of domestic savings and development financial intermediaries. Special focus is on developing

technical managerial capacities of entrepreneurs especially those operating at small-scale levels in the informal sector (Articles 110-113).

F. Development of services

13. This is a new provision which groups together various services that support economic development including transport, communications and information technology. One of the principal objectives of this provision is to stimulate enterprise development by increasing investment in services with a view to creating employment, generating revenue and facilitating the transfer and adaptation of technology. Special attention will be given to services that support economic development, tourism, transport, communications, information technology, foreign trade, the business sector, regional integration and supporting infrastructure. Other areas of focus include business advisory services to improve management and accountancy, legal service, tax consultance, business financing and market research (Articles 114-120).

14. In tourism (Articles 121-123) and transport, communications and information technology (Articles 124-134), the new focus will be on identification of new and non-traditional tourism products; the promotion of private investment in the tourist industry and technical assistance in the hotel industry; effective development of efficient and reliable shipping services; maintenance of handling equipment and port facilities and the development of intermodal transport and containerization as well as interregional and inland shipping services. The aim of information technology is to build up in the ACP States technology and telematics capacities including the installation of information technology systems.

G. Trade development

15. The new provisions include support to ACP countries in the application of modern marketing techniques for production-oriented sectors and programmes in areas such as agriculture and rural development; in developing supportive infrastructure including transport and storage; in developing internal capacities information systems; and support to small- and medium-sized entreprises in product identification and development as well as market outlets and joint marketing ventures (Articles 135-138).

H. Regional co-operation

16. New and concrete proposals have been introduced to enhance regional co-operation among the ACP States. These include promotion of scientific and technical co-operation among ACP States including intra-ACP technical assistance programmes; support in setting up or strengthening regional payments mechanisms including clearing and financing facilities for trade; assistance in combating drug trafficking at the regional and interregional levels; education and training research, science and technology to enhance regional co-operation; and the provision of funding for regional co-operation programming and projects. Special attention will be given to the problems of land-locked, least developed and island nations in regional co-operation programming especially in the distribution of cost and benefits (Articles 156-165).

IV. THE INSTRUMENTS OF ACP-EEC CO-OPERATION

17. The instruments for trade co-operation relate to co-operation in the fields of trade, commodities, finance, investment, technical co-operation, implementation procedures, management and executing agents and the provisions for the least developed, land-locked and island ACP nations. The new provisions are briefly analysed in the next few paragraphs.

A. Stabilization of export earnings from agricultural commodities (STABEX)

18. The Convention recognizes the structural problems in the ACP countries and the need to attain horizontal and vertical diversification in order to improve the export earnings of the ACP countries. Importance is given to the assessment of the situation leading to implementation. Special attention is given to increased facilities for processing, marketing, distribution and transport. Recognition is also given to the need for better operations of the international commodity markets and to remedy the harmful effects of instability of export earnings (Article 186).

19. The following 49 commodities are included in STABEX: groundnuts in shell or shelled; groundnut oil; cocoa beans, cocoa husks, shells and skins and other waste; cocoa paste; cocoa butter, cocoa powder; raw or roasted coffee; extracts, essences and concentrates of coffee; cotton, not carded or combed; cotton linters; coconuts; copra; coconut oil; palm oil; palm kernel oil; palm nuts and kernels; raw hides and skins; leather of bovine animals; sheep and lamb skin leather; goat and kid skin leather; wood in the rough and squared wood; sawn wood; fresh bananas; dried bananas; tea; raw sisal; vanilla, cloves, wool, not carded or combed; fine animal hair of Angora goat - mohair; gum Arabic; pyrethrum, saps and extracts of pyrethrum; essential oils; sesame seed; cashew nuts and kernels; pepper; shrimps and prawns; squid, octopus and cuttlefish; cotton seed; oil cake; rubber; peas; beans; lentils; nutmeg and mace; shea nuts; shea nut oil; mangoes.

The three new commodities are cocoa products (husks, shells and skins and other wastes and cocoa powder), octopus and cuttlefish.

20. A new reference period has been set for calculations of benefits as the last six years instead of four as under Lome III and excludes two years for the lowest and highest figures. Other changes include the automatic application of the system to all ACP States export earnings regardless of their destination, provided at least 70 per cent of the total export earnings come from EEC and 60 per cent derogation for the least developed countries.

21. The STABEX involves the sum of ECU 1600 million in grants and this represents an increase of 60 per cent over the provision under Lome III. An important element is that unlike the previous Convention, the resources need not be replenished. The threshold for the application of the system on export earnings has been reduced from 6 to 5 per cent for all countries and from 1.5 to 1 per cent for the least developed, land-locked and island countries.

B. Special financing facility for mining products (SYSMIN)

22. The provisions regarding SYSMIN have also been reorganized in order to respond to two main factors: the need to safeguard mining production and exports of the ACP countries from losses arising from the introduction of major technological innovations or unforeseen disruptions in the mining sector and to ensure diversification in the case of countries heavily dependent on exports of one mineral product. Two products, gold and uranium have been added to the list eligible under SYSMIN.

V. DEVELOPMENT FINANCE CO-OPERATION

23. Development finance co-operation has always been the mainstay of the ACP-EEC relations. In order to respond to emerging needs in the ACP States, significant changes have been introduced in the provisions for development finance co-operation to promote economic and social transformation of the ACP States.

A. General objectives, principles and guidelines

24. The general objectives, principles and guidelines for development finance co-operation have been revised. One change is that it is clearly stated that aid will be on 'very highly concessional terms', and that this will be implemented on the basis of and consistent with the development objectives, strategies and priorities of the ACP States (Article 221). Eight new objectives of development finance co-operation have been added or significantly modified to respond to the real needs of ACP States (Article 220).

25. Specifically, the following new objectives are intended to:

(a) Facilitate an increase in the financial flows to the ACP States, which are responsive to the evolving needs of the ACP States and support the efforts of the ACP States to harmonize international co-operation for their development through co-financing of operations with other financing agencies or third parties;

(b) Contribute to the attenuation of the debt burden which is a major constraint to the development prospects of ACP States, by ensuring greater non-debt-creating transfers, and by developing and implementing in a co-ordinated and integrated way the different instruments of the Convention;

(c) Promote and mobilize resources in support of sustainable, effective and growth-oriented adjustment programmes;

(d) Seek new approaches to direct private investment promotion in the ACP States; support the development of a healthy, prosperous and dynamic ACP private sector and encourage domestic and foreign private investment flows into the productive sectors in the ACP States;

(e) Encourage intra-ACP co-operation and regional co-operation among ACP States;

(f) Permit the establishment of more balanced economic and social relations and better understanding between the ACP States, member States of the Community and the rest of the world, with a view to achieving a new international economic order;

(g) Enable the ACP States faced with serious economic and social difficulties of an exceptional nature resulting from natural disasters or extraordinary circumstances having comparable effects to benefit from emergency assistance; and

(h) Help the least developed, land-locked and island ACP States to overcome the specific obstacles which hamper their development efforts.

As in the old Convention, it is also provided that the ACP States shall be responsible for the following (Article 222): (a) defining the objectives and priorities on which the indicative programmes are based; (b) choosing projects and programmes; (c) preparing and presenting the dossiers of projects and programmes; (d) preparing, negotiating and concluding contracts; (e) implementing and managing projects and programmes; and (f) maintaining projects and programmes.

B. Sectors of intervention

26. Development finance from EDC is designed to cover capital projects and programmes; rehabilitation projets and programmes; sectoral and import support programmes; budgetary support to alleviate domestic financial constraints; support measures to attenuate the debt burden and balance-of-payments problems; technical co-operation programmes; recurrent costs of new and on-going and complementary projects and programmes; equity participation; and credit lines and support for regional payments mechanisms and export credit operations (Articles 224 and 225).

27. Within the priorities set by the ACP States themselves, financial support may be given in the following sectors and subsectors (Article 229):

(a) Agricultural and rural development and, in particular, food self-sufficiency and food security programmes;

(b) Industrialization, artisanal activities, energy, mining and tourism;

(c) Economic and social infrastructure;

(d) Structural improvement of the productive sectors of the economy;

(e) Preservation and protection of the environment;

(f) Prospecting for, exploration and exploitation of, natural resources;

(g) Education and training programmes, basic and applied scientific research and applied technology, technological adaptation or innovation and the transfer of technology;

(h) Industrial promotion and information;

(i) Marketing and trade promotion;

(j) Promotion, development and reinforcement of small- and medium-size national and regional enterprises;

(k) Support for national and regional development banks and financial institutions, and for clearing and payment institutions which are designed to promote regional and intra-ACP trade;

(l) Micro-projects for grassroots development;

(m) Transport and communications, including promotion of sea and air transport;

(n) Fisheries development;

(o) Development and optimum utilization of human resources, special account being taken of the role of women in development;

(p) Improvement of social and cultural infrastructure and services (eg water, health, education, water supply, etc);

(q) Assisting ACP and ACP-EEC professional and business organizations with the aim of improving production and marketing of products on external markets;

(r) Support for structural adjustment programmes, thus contributing also to debt attenuation measures;

(s) Investment promotion and support measures;

(t) Support for development operations put forward by economic, cultural, social and educational organizations in the framework of decentralized co-operation, in particular where they combine the efforts and resources of ACP organizations and of their Community counterparts.

Terms and conditions of financing

28. The terms and conditions of ge eloprent finance under the Lome IV Convention have been significantly expanded. The nature of financing of projects and programmes shall be defined jointly by the EDF and the ACP State concerned and shall take account of the level of development, the beneficiary's situation and the economic and financial conditions in the ACP state, and the nature of the project or programme to be financed, its economic return and expected social and cultural impact. In the case of risk capital, this may be provided as loans or equity under conditions that may be agreed. For loans from the European Investment Bank, there would be an 'interest rate subsidy' calculated on the basis of the loan value as may be agreed.

(a) Create an economic environment favourable to a resumption of, or for an acceleration in, the growth of GDP and employment;

(b) Improve the social and economic well-being of the population as a whole;

(c) Improve public sector management and provide appropriate private sector incentives;

(d) Increase the level of productivity in the key sectors of the economy;

(e) Achieve greater economic diversification as part of the effort to develop a larger measure of resilience in the economy and to reduce domestic and external imbalances while maintaining GDP growth;

(f) Improve balance-of-payments performance and the foreign exchange position;

(g) Ensure that adjustment is economically viable and socially and politically bearable.

33. The structural adjustment support shall be administrated within the framework of the following principles and understanding (Article 244):

(a) The ACP States shall bear primary responsibility for the analysis of the problems to be solved and the preparation of reform programmes;

(b) Support programmes shall be adapted to the different situation in each ACP State and be sensitive to the social conditions, culture and environment of these States;

(c) Assistance shall be supportive of the ACP State's priority development objectives such as agricultural and rural development, food security, processing, marketing, distributing and transport (PMDT), and environmental protection and contribute to the attenuation of the debt burden;

(d) Adjustment support shall take place within the framework of the political and economic model of the ACP State concerned;

(e) The right of the ACP States to determine the direction of their development strategies and priorities shall be recognized and respected;

(f) Both the reform and the support programme shall make provision from the outset to deal with the negative social effects that may result from the process of adjustment efforts, in pursuit of the objectives of economic growth and social justice, particular attention being paid to the most vulnerable groups in the society including the poor, the unemployed, women and children;

(g) The pace of the reform programmes shall be realistic and compatible with each ACP State's capacities and resources, while the implementation of support

programmes shall be flexible and adapted to the management capacity of the ACP Sta concerned;

(h) Quick disbursement shall be an important feature of support programme

(i) Support shall be given in the context of a joint assessment between t Community and the ACP State concerned on the reform measures being undertaken contemplated either at a macro-economic or sectoral level.

34. It is important to stress that all ACP member States shall be eligible f structural adjustment support. However, there is a linkage between the ACP suppo and the World Bank/IMF structural adjustment programmes. For instance, f eligibility purposes, it is provided that ACP States undertaking reform programm that are acknowledged and supported at least by the principal multilateral donor or that are agreed with such donors but not necessarily financially supported them, shall be treated as having automatically satisfied the requirements f adjustment assistance (Article 246).

35. The EEC structural adjustment support will depend upon the scope of the refor being undertaken or contemplated, the social, economic and political dimensions development and the likely impact of such reforms and on economic and social hardshi as reflected in selected indicators such as (a) the level of indebtedness and t debt-service burden; (b) balance-of-payments difficulties; (c) the budgetar situation; (d) the monetary situation; (e) the rate of growth of real national income (f) the level of unemployment; and (g) the situation in social areas such a nutrition, housing, health and education. An important element is that th implementation of each support programme shall be adapted to the needs and the respect the national sovereignty of each recipient State.

4. General provisions for the least developed, land-locked and island ACP States

36. There are 44 ACP developing countries considered 'least developed' for purpose of the Convention, of which 30 are in Africa; 14 countries are classified as 'land locked' and all of them are in Africa; and 26 countries as 'island' States, of whic six (Cape Verde, Comoros, Madagascar, Mauritius, Sao Tome and Principe and Seychelles are in Africa. The aid packages to these countries will pay special attention to th following:

(a) The strengthening of regional co-operation;

(b) Transport and communications' infrastructure;

(c) The efficient exploitation of marine resources and the marketing products so produced and, in the case of land-locked countries, inland fisheries;

(d) Structural adjustment where account will be taken of the level development of these countries and equally at the implementation stage of the socia dimension of adjustment.

(e) The implementation of food strategies and integrated development programmes.

VI. FINAL PROVISIONS

37. There is provision for Namibia, if it so requests, to be treated as an ACP State for purposes of the Convention.

38. The Convention has been concluded to cover a period of 10 years, commencing on 1 March 1990. This will be subject to review after five years. Eighteen months before expiry of the ten-year period, the contracting parties shall enter into negotiations to review the existing provisions so as to determine any new arrangements that might be agreed to govern future relations between the EEC and ACP States.

VII. CONCLUSIONS

39. The foregoing brief suggests an improvement in the emerging socio-political and economic environment governing North-South relations within the framework of the ACP-EEC Lome IV Convention. The international developments during the past five years have also dictated the need for a change in outlook. Evidence seems to suggest that there are positive changes in the Community's attitude towards developing countries. This is partly explained by the fact that a consensus is emerging in the Community that an economically and socially stronger ACP Group would be a better partner for the EEC than a weaker one.

40. Other positive elements of the new Convention relate to the innovations introduced covering important issues such as agricultural development and food self-sufficiency; industrial development and manufacturing including horizontal and vertical diversification; improvements in the primary commodity sector performance including processing, marketing and distribution; measures to attenuate external debt and debt-service burdens; and the structural adjustment support.

41. In conclusion, it is plausible to state that the enabling environment appears to have been created not only to foster more fruitful co-operation between the EEC and the ACP States but also to enable the latter to effectively implement programmes that could transform their economies from stagnation and poverty to real recovery and self-sustained development. The challenge for the ACP States is to have the commitment and desire to ensure that every effort is not spared to implement all the provisions of the Convention at the national, subregional and regional levels to derive maximum benefits for developing nations. From the experience gained in the previous Conventions, there is evidence to suggest that even if only one-third of the provisions are fully implemented, African economies would have shifted to higher levels of prosperity by the year 2000.

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UNITED NATIONS AFRICAN INSTITUTE FOR THE PREVENTION OF CRIME AND THE TREATMENT OF OFFENDERS (UNAFRI)

Note by the secretariat on UNDP funding

1. The United Nations African Institute for the Prevention of Crime and the Treatment of Offenders (UNAFRI) was officially established as a legal entity, in accordance with the stipulations of its Statute, on 20 February 1989, after having fulfilled all the requirements for its creation. The Institute was established pursuant to several legislative mandates by the United Nations General Assembly, the Economic and Social Council, the ECA Conference of Ministers and the OAU Council of Ministers. The present note represents a report on progress with regard to future funding by UNDP.

2. From the outset, the United Nations Development Programme (UNDP) has been very supportive of the Institute. Thus, in October 1986, while discussions on long-term funding were still underway, UNDP approved a grant of $US 250,000 which made possible the launching of the preparatory phase of the Institute. Subsequently, the UNAFRI project was selected by UNDP for inclusion in its Fourth Programming Cycle (1987-1991) and ECA was officially informed that UNDP was "prepared to initiate approval action of the project document already received..." without indicating any conditionality. A revised project document, covering a period of four years, was later submitted to UNDP. In responding to the document, UNDP spelled out the following conditions for the approval of the project document:

(a) Signing of the Statute of the Institute by 10 member States as stated in the Statute;

(b) An agreed annual contribution by each participating government;

(c) A salary scale of the core staff of the Institute that corresponds to salaries paid by other African institutions; and

(d) Costs of meetings of the Governing Board to be covered by member States (and not by UNDP).

3. ECA, with the co-operation of the Government of the host country, Uganda, made considerable effort to have all these conditions met to the satisfaction of UNDP. By February 1989, the required signatures had been obtained. The inaugural meeting of the Governing Board was held in June 1989 in Kampala and member States covered the expenses of their representatives. The Board approved the annual contributions of member States, the Staff Rules and Regulations with the salary scale that corresponds to what is applicable in other African institutions, as well as the project document which was submitted to UNDP immediately following the inaugural meeting. It should be emphasized that ECA had been assured by UNDP that on fulfilment of the above-mentioned conditions, it would process the project document without any further conditions or delay.

4. Accordingly, the project document was considered and endorsed by the UNDP Project Appraisal Committee (PAC) in July 1989 for presentation to the Action Committee with the following recommendations:

(a) To ensure sustainability of the project, provision should be made for African Governments to finance counterpart posts from the third year of the project during which they would work alongside the UNDP-funded advisers through the fourth year;

(b) The full counterpart budget for the four years should be incorporated into the project document and the total budget (Government and UNDP inputs) should be made available to the Action Committee for consideration; and

(c) The United Nations Department of Technical Co-operation for Development (DTCD) and the Centre for Social Development and Humanitarian Affairs should be associated agencies in the implementation of the project.

5. The project document was revised to meet these requirements and re-submitted to UNDP. Although the United Nations Interregional Crime and Justice Research Institute (UNICRI) was suggested as the associate agency, the question of the exact nature of such association was however held in abeyance, as it was the view of ECA that it could not be conclusively decided upon until such time that the project document had been approved, and on the basis of which ECA would open negotiations with the agencies concerned.

6. In August 1989, ECA was pleased to learn that the Action Committee had approved the project document. However, new conditions were again attached to this approval, notably the following:

(a) To avoid any possible conflict regarding functions of the executing agency and chairmanship of the Governing Board, ECA should relinquish one of them;

(b) The United Nations Interregional Crime and Justice Research Institute (UNICRI) should be associated agency to the project; and

(c) Salaries of the advisers (to be funded by UNDP) should be revised to correspond to those of similar institutions in Africa.

7. The last two conditions were dealt with immediately. UNDP was advised that discussions with UNICRI would be undertaken in due course to work out the appropriate modalities. The salaries of the advisers were revised and forwarded to UNDP.

8. With regard to the first condition, ECA advised UNDP that since the chairmanship of the Governing Board of the Institute was entrusted ex-officio to the ECA Executive Secretary by virtue of Article 5 Section 1(a) of the Statute of the Institute, which had been duly approved by the ECA Conference of Ministers, ECA could not relinquish this responsibility without going through a formal amendment to the Statute. In addition, ECA did not expect UNDP to choose to raise this issue at all in the case of UNAFRI. Precedents in this regard already existed. Over the years, the ECA Executive Secretary has been ex-officio Chairman of the boards of ECA-sponsored institutions for which ECA has been, at the same time, executing agency and which have been funded by UNDP

and no conflict has ever arisen. Why then was UNDP raising this issue in the case of UNAFRI, and at the time when all the other conditions had been met. Unlike the statute of UNAFRI which was approved by the ECA Conference of Ministers, the Statutes of IDEP, IFORD and RIPS were approved by the General Assembly of the United Nations. In these statutes, the Executive Secretary was designated ex-officio Chairman of the Governing Councils of these institutions in order to safeguard the interests of member States and of the United Nations and to ensure continuity. At the same time ECA serves as executing agency for UNDP in respect of IDEP and for UNFPA in respect of IFORD and RIPS. UNDP financial assistance is only part of the resources to be available to UNAFRI. In addition are government contributions and extrabudgetary resources from donors and foundations.

9. The view of the secretariat is that:

(a) It would be in the interest of the Institute and of its member States for ECA to retain the chairmanship of UNAFRI's Governing Board, for reasons of maintaining continuity in following up on the operations of the Institute and ensuring efficiency and accountability on the part of its management. This puts UNAFRI in the same position as IDEP, RIPS and IFORD whose statutes were approved by the General Assembly;

(b) Moreover, since this is a regional project in an area within the terms of reference of ECA and, in accordance with the long-standing practice concerning such projects, ECA, as the regional United Nations body, is the rightful executing agency for this particular project. Since no conflict has arisen over the years in regard to the role of ECA as executing agency for UNDP for IDEP and UNFPA for RIPS and IFORD, there is no reason to believe that one will arise as far as UNAFRI is concerned.

10. The Conference may wish to consider the issues involved and provide the secretariat with guidance on this matter.

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INTERNATIONAL CO-OPERATION FOR FACILITATION OF INTERNATIONAL TRADE: THE AFRICAN EXPERIENCE

Note by the ECA secretariat

INTRODUCTION

1. Modern international trade is governed by a set of rules and procedures which the trading communities follow. Trade facilitation (i.e., procedures, formalities, rules and regulations, documentation, transport, storage and warehousing and information) are established internationally agreed measures to ensure that all traders (exporters and importers) understand the rules of the game. These also assist governments in ensuring proper regulation of trade so as to make it conform to national objectives and priorities.

2. The African countries are characterized by the over-openness of their economies with foreign trade playing a key role in economic and social development. The economies are supported by exports principally of primary commodities with little diversification possibilities either in the commodity composition or direction of trade. The bulk of trade is with the industrialized countries with sophisticated trade and information networks among them. On the other hand, the African countries operate with inadequate trade information and cumbersome facilities and formalities that greatly impede international as well as intra-African trade. There is also limited or general lack of mechanisms, policies and institutional capacities for trade facilitation. Information on any existing trade facilitation practices is generally not available to most local traders.

3. The purpose of this document is to brief African Governments on the current situation on trade facilitation and the work being undertaken at the international level to regulate trade flows in a manner compatible with agreed sets of rules and procedures. Another objective of this document is to seek a broad approval of an interregional project proposal to be submitted to donor agencies to promote international co-operation for facilitation of international trade. This project will be implemented jointly by the UNCTAD secretariat and the regional commissions.

II. HISTORICAL BACKGROUND

4. Work on trade facilitation within the framework of the United Nations began in 1960 when the committee on trade development of the Economic Commission for Europe (ECE) was created as a working party on the simplification and standardization of export documents, now the Working Party on Facilitation of International Trade Procedures. Trade facilitation was then regarded as "an organized and systematic approach to the rationalization of procedures and related documentation, by minimizing formalities, simplifying and harmonizing procedures and documents". This definition included also numerous facilitation measures directly related to the physical movement of goods, i.e., transport. A significant development in this field was achieved in 1963 when the "United Nations layout key for trade documents" was adopted. Since then, a larger number of trade and transport documents have been aligned to that key with resulting economies up to 75 per cent in the cost for document preparation.

5. At the regional level, the following activities were undertaken by regional commissions in this field:

(a) In 1966, the joint meeting of the ECA Working Party on Intra-African Trade and the OAU Ad hoc Committee of Fourteen on Trade and Development was briefed on matters relating to trade facilities but no follow-up activities were undertaken;

(b) In ESCAP, facilitation activities were initiated in 1968 through the convening of a working party on facilitation of international traffic;

(c) In ECLAC, facilitation activities focused on maritime traffic and resulted in 1964 in the adoption of the Mar del Plata Convention on Facilitation of Maritime Traffic.

6. The need to co-ordinate facilitation work at the interregional level was felt and brought to the attention of ECOSOC by ECE's resolution 4 (XXIV) adopted at ECE's 1969 session. The executive secretaries of the regional commissions met subsequently and decided to promote the UNCTAD-based Trade Facilitation Programme (FALPRO) through a UNDP-funded project. Technical co-operation activities were carried out within the framework of the project and missions were sent to many developing countries, including African countries to assist in simplifying and rationalizing trade and transport documents and procedures. FALPRO also assisted in setting up several national facilitation committees and trained their members.

7. The Economic Commission for Africa (ECA), in co-operation with other international institutions such as UNCTAD, has carried out facilitation activities by mainly including transit protocols in the various trade arrangements governing sub-regional groupings. Seventeen corridors based on various modes of transport have also been promoted to serve 14 land-locked countries. However, the efficient functioning of the various transit systems covering these corridors is still to be achieved. Moreover, transit facilities and systems will be increasingly required for the existing and planned trans-African highways.

8. More recently, developments have taken place at the international level in the field of automatic data transmission. In 1986, the United Nations adopted international trade procedures of universal syntax rules for the interchange of trade data. In 1988, this was transformed into the United Nations Rules for Electronic Data Interchange for Administration, Commerce and Transport (UN/EDIFACT) which is being used as a basis for the construction of international messages. It is hoped that this will progressively replace the traditional paper documents in international trade procedures.

III. THE RATIONALE FOR INTERREGIONAL CO-OPERATION IN TRADE FACILITATION

9. Trade facilitation is closely linked with efforts towards the enhancement of regional economic co-operation and integration. Facilitation activities and systems are therefore likely to follow regional patterns. This would jeopardize standardized multilateral trade liberalization processes and progress in rationalizing and harmonizing interregional trade procedures and documents. Moreover, developed countries might introduce innovative procedures and data transmission techniques that would constitute new formidable non-tariff barriers to developing nations if no measures are adopted to help the latter keep the pace of changes in the field.

10. It was in recognition of this that ECA and UNCTAD decided to create a framework for co-operation and co-ordination in trade facilitation with the following objectives:

(a) The creation of an interregional forum to discuss trade facilitation issues and programmes;

(b) The co-ordination of trade facilitation work at the interregional level;

(c) The follow-up of tracitional facilitation activities with a view to strengthening existing transit systems and help countries streamline further trade and transport documents and procedures; and

(d) To review conditions for the progressive setting up of facilities including data bases for the effective introduction of the United Nations Rules for Electronic Data Interchange for Administration, Commerce and Transport (UN/EDIFACT).

11. There is an urgent need for Africa to strengthen and consolidate existing trade facilitation mechanisms and systems and bring them up to date with international practices.

IV. PROJECT PROPOSAL FOR INTERNATIONAL CO-OPERATION IN INTERNATIONAL TRADE FACILITATION

12. By its resolution 1989/114 on international co-operation for facilitation of international trade, the United Nations Economic and Social Council (ECOSOC) invited the regional commissions and UNCTAD to prepare a project proposal based on the existing practices and specific needs for trade facilitation in the regions. A summary of the project proposal is given in the next few paragraphs.

A. Development objectives

13. The long-term objective of the project on interregional co-operation for the facilitation of international trade is to have international trade make a more efficient and dynamic contribution to the development process by reducing transaction costs and eliminating disruption to the interferences with the actual flow of goods and services through:

(a) Assisting member countries to reduce, simplify and standardize documentary requirements (on the basis, inter alia, of the United Nations layout key) in relation to the movement of goods and the provision of services;

(b) Assisting member countries and interested subregional and regional organizations in reaching agreement(s) to facilitate trade;

(c) Preparing the ground for progressive replacement of paper documents used in international trade transactions by electronic data interchange based on the United Nations Rules for Electronic Data Interchange for Administration, Commerce and Transport (UN/EDIFACT); and

(d) Assisting member countries and interested organizations in implementing UN/EDIFACT.

14. The immediate objectives of the project are as follows:

(a) Immediate objective 1: To conduct studies on the state of trade facilitation practices and procedures and related administrative arrangements and agreements in member countries, and identification of trade facilitation constraints and requirements;

(b) Immediate objective 2: To inform member countries and concerned organizations about existing international trade facilitation measures and efforts to ensure their involvement in the development of such measures and efforts at the international level, and in their implementation at the national, subregional and regional levels; and

(c) Immediate objective 3: To strengthen and upgrade the capacity of individual member countries and subregional and regional groupings and organizations for the practical implementation of trade facilitation measures, including those required prior to the introduction of UN/EDIFACT.

15. The outputs envisaged under the project would include (a) national studies of formalities and procedures and related administrative and other arrangements related to the movement of goods under international trade and major constraints and requirements; (b) seminars and workshops to provide detailed information about the development of trade facilitation work of the Economic Commission for Europe and its dissemination to national representatives dealing with international trade. These will also assist governments and regional organizations in identifying and defining their trade facilitation constraints, requirements and objectives; and (c) advisory services designed to assist governments, subregional and regional organizations in identifying obstacles to international movements of goods, including legal and procedural formalities and constraints and in proposing appropriate solutions.

IV. Beneficiaries under the project

16. The beneficiaries of the proposed project will be governments, including ministries/departments concerned with planning, trade, transport, customs administration, statistics and data processing, subregional and regional entities and organizations involved in trade promotion and facilitation, representatives of both private and public entities involved in production, trade and movement of goods (chambers of commerce, and industry and associations of producers, exporters, etc.).

V. REGIONAL COMPONENT AND PERSPECTIVES

17. In order to take full account of the African requirements, it is proposed that the interregional project on trade facilitation should include the following regional components:

(a) UN/EDIFACT promotion and implementation

18. Pilot projects in two countries or more in co-operation with telecommunications corporations which would provide public facilities (computer centres) to trading firms

interested in UN/EDIFACT exchanges to subsequently evaluate these pilot projects with a view to extending their experiences to other African countries.

(b) Regional participation in global facilitation work

19. Following the conversion of ECE's working party into an interregional forum on facilitation, ECA will organize regional African consultations prior to meetings of the working party and will provide technical backstopping to the African group in meetings of the working party.

(c) Training

20. To carry out appraisal of transit agreements and transit systems in the Economic Community for West Africa States (ECOWAS), the Economic Community of Central African States (ECCAS), the Preferential Trade Area for Eastern and Southern African States (PTA) and to organize in each of these communities one subregional seminar on applied trade facilitation in the light of subregional needs and programmes. These activities will be carried out in co-operation with ECA and UNCTAD/FALPRO.

(d) Network of facilitation

21. Establishment of subregional consultative committees on facilitation within each of the main subregional groupings (ECOWAS, ECCAS, PTA), and a regional consultative committee. Such committees will meet at least once a year to discuss subregional arrangements and co-operation in facilitation. The regional committee will concentrate on the harmonization of trade and transport facilitation systems and practices between subregions and carry out work on the establishment of a regional network of trade facilitation and a regional transit system as part of the proposed African economic community.

22. ECA will establish a regional focal point within its Trade and Development Finance Division with two regional advisers who will co-ordinate all facilitation activities and carry out technical assistance missions to countries and subregional organizations. Countries and subregional groupings will be assisted for the establishment and/or strengthening of facilitation focal points which will act as counterparts of ECA's regional focal point. The ECA focal point will also act as a training centre for national experts and will provide the necessary equipment (hardware and software to be secured from project funds) for training purposes.

23. The rationale for the above regional components stems from the need to rectify the lack of competitiveness of African exports, the low level of intra-regional trade and hindrances to physical movements of goods across borders and from coastal areas to land-locked countries. This strengthens the case for Africa's involvement in trade facilitation.

24. It should also be stressed that procedures, paperwork and man-made obstacles linked to them represent very important cost factors and very serious impediments to the expansion of Africa's trade. Available estimates indicate that these costs are equivalent from 7 to 10 per cent of the value of goods traded. Adding to this the cost of immobilizing shipments and lorries at border posts because of the lack of

proper administrative arrangements and because of bureaucracy, the total cost factors would be more than 15 to 20 per cent of the value of goods traded, which is tantamount to dangerously eroding the competitiveness of African goods or increasing costs of imports to African countries by that much and fueling inflation. Africa should therefore play an active role in programmes and activities aiming at the rationalization of procedures and documents with a view to accelerating trading processes and reducing paper work so as to improve competitiveness.

25. Another reason for Africa to embark on trade facilitation programmes is the existence of various transit arrangements on the continent that are sometimes incompatible with one another. There is the need for them to be linked together to create the necessary framework for the establishment of a regional common market and the African economic community.

26. The proposed intra-regional programme focuses on the introduction of EDIFACT which is a recent breakthrough in the field of automatic data transmission. The developing countries, including Africa, have to keep pace with technological innovations to be imposed on them as new types of non-tariff barriers. However, Africa's immediate preoccupations should focus on intra-regional trade liberalization schemes. The streamlining of procedures and the simplification of documents at the national level is a primary task to be carried out by local facilitation committees with external assistance, whenever necessary. The main task should be to focus on intra-regional co-operation and to ensure the establishment and effective functioning of facilitation mechanisms within the framework of subregional transit arrangements (including those governing the 14 transit corridors involving land-locked countries).

VI. CONCLUSIONS

27. International trade is currently undertaken through highly sophisticated electronic data processing involving high speed transmission of information and documentation. The fast pace of science and technology developments implies greater and more comprehensive use of international trade facilitation in this field. Developing countries wishing to take advantage of such facilitation have no choice but to establish the most effective means by which they can effectively take advantage of trade facilitation to develop their trade regimes along modernized lines.

28. The proposed interregional project on co-operation in international trade facilitation will enable African countries to identify their problems, requirements and objectives in international and intra-African trade facilitation and to make full use of systems such as PADIS and UN/EDIFACT to ease their external trade. The project would also enable African countries to develop their capacities for processing of trade information as well as in overcoming existing obstacles to trade facilitation such as the inadequacy or lack of information, knowledge and expertise in trade formalities, procedures and documents, including international transport requirements, constraints, legislations and practices.

29. It is in the interest of Africa as a whole for African Governments to endorse and support this project. This would increase their knowledge and understanding of the organization and working of trade facilitation and to develop and strengthen institutional capacities for conducting international and intra-African trade.

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POPULATION ISSUES FOR ECA MEMBER STATES DURING THE 1990s

I. INTRODUCTION

1. The current economic crisis in Africa is taking place in an environment characterized by rapid population growth rates, uneven population distribution, rapid rate of urbanization, massive unemployment, widening gap between the rich and the poor and consequent progressive pauperization of the population in spite of national programmes of social and economic development. Africa's economic problems are severe and worsening and its performance does not meet the challenges. For instance, sub-Saharan Africa produces annually about $US 135 billion worth production of goods and services, about the same as only one country, like Belgium, with its 10 million people. Africa's per capita income steadily declined by about 2.6 per cent annually between 1980 and 1987. Coupled with low productivity, high unemployment rates and the "disintegration of the productive and infrastructural facilities", low agricultural output and reduction in food production, such a decline in the peoples' standard of living necessarily implies that African countries should take appropriate and timely action(s) not only to address the economic issues, but also to contain their population problems within their overall strategy to achieve sustained development.

2. By mid-1990, Africa's population is estimated at about 650 million. For the period 1990-1995, its annual growth rate will still remain very high at about 3.0 per cent. Similarly, an average family size of about six children indicates very high fertility levels. An average infant mortality rate of about 97 per 1000 and a low life expectancy at birth of about 54 years reflect the still poor health conditions. Growing rural to urban migration flows, severe drought and desertification problems still prevail (United Nations, 1988).

3. High fertility and moderate declines in mortality, particularly infant/child mortality constitute the major factors accounting for the rapid population growth. The high fertility results from a broad mix of social, economic and cultural factors including early age at marriage, the diminishing practice of prolonged breast feeding as well as sexual abstinence after childbirth; limited use of modern contraception; the relative low status of women; and the relative lack of clear population policies in many countries. The resulting high proportion of the young population (under 15) affects overall economic performance because the implied high dependency burden affects consumption patterns, capital formation, indebtedness, quality of the labour force, and contributes to the inability of governments to support productive investments, due largely to the reduced propensity to save.

4. In view of the population situation and its dynamics, compared to the economic performance, African Governments have come to realize the importance played by population factors in the planning process. It is worth noting that an important change of attitude is taking place among governments towards the relevance of population factors in their development plans. Prior to the second United Nations Population Conference (Bucharest, 1974), many countries, although admitting that rapid population growth rates militated against the fulfilment of their development objectives, did not act to address the issue. The observed change is from a kind of laissez-faire attitude to a position expressing the need for compatibility between economic and population growth (United Nations, 1989).

5. This shift in attitude is further documented by the changing percentages of governments perceptions towards population questions. From 1974 to 1989, the proportion of those finding their population growth rates as "satisfactory" declined

from 58 to 36 per cent (an average annual drop of 1.5 per cent). On the other han those perceiving them as "too high" increased from 20 to 54 per cent (an avera annual increase of 2.3 per cent). Only five countries still considered the population growth rates as "too low" by 1989 (ie. Cameroon, the Central Afric Republic, the Congo, Equatorial Guinea and Gabon) against eight in 1974 (i.e Cameroon, Cape Verde, the Central African Republic, Côte d'Ivoire, Gabon, the Liby Arab Jamahiriya, and Morocco).

6. In the case of fertility, the proportion of member States that perceived t level as satisfactory declined from 50 to 30 per cent between 1976 and 1989. Wi mortality, over 90 per cent of the member States have consistently viewed the leve as unacceptable during the corresponding period. Equally, over 65 per cent have view the spatial distribution of their population as generally inappropriate. However, the cases of immigration and emigration, countries still view the existing levels generally satisfactory, a fact that testifies to the relative unimportance of the two components of population growth to the overall annual growth rates of the populations (see annex, tables I to 6).

7. These changes are also reflected in the number of governments that ha formulated policies (explicit and implicit) to contain their population problems. total of 23 States had formulated development-oriented policies to lower the population growth rates by 1989 as against nine in 1974. The evidence regarding t population growth components simply mirrors that of population growth. In the ca of fertility, the proportion of member States that formulated policies to reduce the fertility levels increased from 22 to 48 per cent during the period. Regarding t spatial distribution, the proportion of member States with policies aimed decelerating the tempo of continuing rural-urban flows decreased from 64 to 40 p cent while the proportion that advocates "no intervention/reverse" increased from to 50 per cent during the period. Consistent with the above indicated "views regarding immigration and emigration, over 80 per cent of these States have policie either not to intervene with or to maintain the existing levels.

8. On these bases, before discussing the strategies to be adopted by these countri for solving their population problems that will continue to affect their developmen efforts during the 1990s, it is important to first highlight the role of ECA in term of assistance to member States. This is the content of section II. In section III proposals for a population strategy to be adopted during the 1990s are then presented The paper concludes with a call on ECA member States to consider the indicate proposals in their overall development strategy formulation. It also envisages th role to be played by the international community in terms of assistance to th countries towards facilitating the realization of their socio-economic developmen objectives.

II. ROLE OF ECA

9. The ECA secretariat was involved in population activities as early as 1961 Various ECA Conference of Ministers resolutions have requested it to (a) undertake i depth studies on population levels, trends and growth components as they relate t socio-economic development (230 (X)); (b) establish subregional centres to trai demographers from member States (273 (XII)); (c) assist member states in organizin seminars on population and development as well as expand/improve its activities in th field of population information dissemination and documentation (366 (XIV)); (d undertake in depth studies on the integration of population variables in Africa

development planning (400 (XV)); and, (e) take appropriate steps to ensure that the principles, objectives and recommendations of the Kilimanjaro Programme of Action (KPA) are incorporated in its work programme.

10. In the particular field of population, the secretariat's work programme has always been based on the principles that have been evolved to underlie programming for population. These include promotion of development and improvement of demographic statistics; analysis of available data to assist countries in the design and implementation of social and economic policies; provision of advisory services and of training to personnel through technical co-operation; priority to work which provides the greatest practical contribution to programmes in the fields of social and economic development; establishment of arrangements for co-operative action between world, regional and local levels in execution of projects; establishment and maintenance of interregional and interdisciplinary co-ordination; flexibility in programming with periodic reassessment of goals and progress; emphasis on action- oriented programmes at regional and country levels; and provision of adequate and flexible financing for staff and other resources (UNECA,1970).

11. Since its inception, the ECA population programme has been working towards creating awareness among ECA member States regarding the importance of population factors in development planning. Three phases can be distinguished in this awareness creation process. In the first, effort within the secretariat was focused on data collection in order to fill the gaps in the data required for socio-economic planning. To a large extent, many countries have collected the required data particularly within the framework of the African census programme, but some still need assistance and training to fill their data gaps. In the second phase, the focus was on data analysis and the promotion of sound population policies.

12. The success achieved in this regard culminated in the adoption, in 1984, of the Kilimanjaro Programme of Action (KPA) with 84 recommendations to member States covering such areas as: population and development (rec. 17-30); morbidity and mortality (Rec. 31-39); urbanization and migration (Rec. 40-46); changing role of women in the development process (Rec. 47-58); children and youth (Rec. 59-65); and community involvement (Rec. 82-88). The last phase in the awareness creation, barely begun, consists essentially of assistance to member States in actively addressing specific population issues in accordance with the KPA recommendations, in addition to the assistance from the first two phases.

13. Since 1984, the primary focus of the secretariat's work programme in population has been the provision of assistance to member States to enable them to implement the KPA recommendations. To date, the secretariat has prepared and disseminated to its member States documentation on the methodology of national and subnational projections (UNECA, 1986). In the course of the 1990-1991 biennium, this line of endeavour will be extended to the sectoral level of projections. A second related activity already undertaken by the secretariat is the preparation of "guidelines for integrating population factors in development planning for ECA member States" at the macro/selected sectoral levels. Integration, in this context, involves four main interrelated sets of operational activities, namely: (a) determination of the conceptual framework; (b) institution building; (c) training; and (d) dissemination of population information. Again in the course of the 1990-1991 biennium, these "guidelines" will be translated into a "manual" at the macro and agricultural sector levels of planning. Thereafter other sectors will be covered.

14. In the specific area of fertility, the secretariat has, since the adoption o KPA in 1984, undertaken studies aimed at assisting member States with the develo of strategies for lowering their fertility levels, when required. For inst during the 1984-1985 biennium, one of these studies focused on "population growt evaluation of family planning programmes in selected African countries" (UNECA, I Its thrust was to compare trends in the population growth components of the sel countries with the objectives of the family planning programmes established some back to induce reductions in the observed trends of the population growth compon Among the five countries selected (Egypt, Ghana, Kenya, Morocco and Tunisia) study found that the objectives of the various programmes were realized only i case of Tunisia, due mainly to the Government's commitment to the programme. I the other countries, with less government commitment and less specification o objectives, the programmes were less successful in terms of inducing the de reductions in the population growth rates. The lesson of the study was obviously government commitment to any aspect of its national population programme was a ingredient to the achievement of any particular programme objectives.

15. The ECA secretariat subsequently undertook a more comprehensive study bas this finding and available evidence that family planning programmes, either alo in combination with socio-economic development programmes could not effect signif declines in fertility (Omran et al., 1977). The objective of the study based on from existing four national family planning programmes was to provide some guide to member States seeking to adopt family planning programmes in the future, in to reduce their population growth rates. Specifically, the objectives were t assess the effect(s) of the programmes on fertility levels, patterns and trends i selected member States (Egypt, Kenya, Lesotho and Mauritius); (b) identify socio-economic and attitudinal factors which act as pre-conditions impinging o clientele of these programmes and the manner in which these conditions facilitated, delayed or hindered the attainment of programme objectives.

16. Briefly, the study revealed that "programme efforts had been very successf Mauritius, moderately so in Egypt, much less so in Kenya, while they have had little effect in Lesotho" (UNECA, 1987). Among the factors identified as accou for these differential effect(s) were (a) the degree of official interest involvement in family planning; (b) the level of education; (c) the extent of f employment in the wage sector of the economy; (d) the adequacy and coverage of f planning services; and (e) the level of infant and child mortality. The study that, of these factors, the most important is education since it is posit associated with attitudinal change towards a large family size and inversely re with infant and child mortality and, ultimately, fertility.

17. The implications of these findings for member States in the face of aforementioned economic-demographic problems are readily obvious. In this con United Nations General Assembly resolution (GA 42/104) stresses the importanc member States to implement programmes within the framework of the Internat Literacy Year (1990) as implicit in this resolution. It elaborates a global str for the eradication of illiteracy and the organization of a world-wide lit campaign to promote deeper understanding by the public of various aspects of problem of illiteracy.

18. During the 1986-1987 biennium, another related study by the secretariat on impact of the changing role of women on fertility" based on data from the West Af subregion (Benin, Côte d'Ivoire, Ghana, Nigeria and Senegal) established a signif

and positive relationship between decreased fertility and increased role of women in the development process (e.g., participation in the labour force outside the home, spending more years in acquiring higher education,etc) (UNECA, 1986). Again the lesson from the study is that as more member States implement measures purporting to involve women in their socio-economic development programme implementation, a much more favourable attitude towards smaller family sizes can be expected: a conclusion consistent with the realisation of some of the goals of development programmes, namely the eventual minimisation and/or elimination of poverty, unemployment and inequality.

19. A third study on the impact of family structure on fertility in selected sub-Saharan and North African countries revealed that the prevailing "extended family" structure was, in a way, an obstacle to the use of contraception and, rather, favoured a large family norm (UNECA,1987). By implication, the study suggested, among other things, that in designing family planning programmes, governments should take into account the existing family structures. The lack of conceptual and empirical knowledge about the dynamic nature of the socio-economic and demographic systems is one of the factors of the failure of past population programmes to attain the set objectives (UNECA, 1985). One impediment to the effective design and execution of fertility policies in member States is the fact that their formulation and implementation have often taken place without adequate understanding of the socio-economic situation. The design of an effective fertility policy requires the taking into account the family and more specifically, women. An important finding of this particular study is that fertility policies should be based upon an understanding of the role of women, both within the family and in the larger framework of society.

20. In this respect, it is pertinent to recall General Assembly resolution S-13/2 on the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UN-PAARED) which, among others, stresses that "the role of women in development must be taken seriously into account in development planning and in the disbursement of resources, both as contributors to and beneficiaries of development efforts as recommended by the Arusha Forward-looking Strategies for the Advancement of Women beyond the United Nations Decade for Women (See A/CONF.116/9 and Corr.1, sec. IV) adopted by the regional intergovernmental preparatory meeting organized by the ECA secretariat and held at Arusha, United Republic of Tanzania from 8 to 12 October 1984". The importance of this resolution in this context is that the pivotal role of women in development must be recognized and encouraged by member States.

21. Many more similar studies have been undertaken by the secretariat not only in the specific area of fertility but also in the areas of family planning/MCH programmes, morbidity/mortality, etc. Put together, the secretariat's activities in this context have been in line with the World Population Plan of Action (Bucharest, 1974) to advocate that socio-economic development and national population programmes should be implemented simultaneously. Put more succinctly, the areas of focus in the secretariat's population work programme have been consistent with the relevant issues in the ongoing population debate. It will be recalled that the substance of the debate is that (a) rapid population growth rate is not the real source of low levels of living in developing countries, and (b) it plays a role of a real constraint to development and an aggravating factor in times of crises. It is argued that although socio-economic development is necessary, it is not sufficient for engendering motivations conducive to small family norms. But when socio-economic development and national population programmes are combined, the benefits of each can be fully realized.

III. PROPOSALS FOR A POPULATION STRATEGY DURING THE 1990s

22. In the light of the foregoing, the suggested strategy by ECA in the field of population during the 1990s should be to focus attention on the following five priority areas:

A. Socio-economic development and national population programmes

23. The strategy should aim at initiating and/or intensifying socio-economic development simultaneously with national population programmes. The basis for this proposal is that family planning services can help reduce fertility during that period when socio-economic development is still at an early stage to effectively influence fertility. It can lessen the demographic burden; reduce the time lag between social and economic change; provide the felt need for improved services; and act as an engine of social change along with other efforts in the same direction. Thereafter, family planning can maximize achievement of development by reducing the pace of population growth so that it does not surpass and/or impede development. On the other hand, social and economic development programmes, in the long run, will tend to reinforce the effects of family planning programmes. Because such programmes seek at least to minimize and/or eliminate poverty, unemployment and inequality in the distribution of income.

24. The strategy, therefore, calls on member States that have not formulated relevant policies to contain their population problems to do so. They should see population as a central component in formulating and implementing policies and programmes for accelerated economic development. They should accord their efforts to promote national population programmes along the recommendations of the APA. For those which have already formulated such policies, efforts during the 1990s should be directed at working out action plans for the implementation of the policy strategies.

25. Typically, population policy strategies include family planning and fertility regulation; maternal and child health care (MCH); role and status of women in development; children and youth; population education and information; spatial distribution; and data collection, training and research. For each of these fields, the architects of the policy should constitute a task force to prepare a background document which would review the state of the art per strategy area. Such a review should include an exhaustive analysis of what is known in the country about the "field", in particular, the problem areas, indications of future interventions, an agenda for action to operationalize the suggested arbitration and a budget to implement the work plan. A combination of all the background papers should constitute the subject of discussion at a national workshop on the Action Plan for implementing the population policy strategies.

26. As more countries establish family planning programmes as part of their population programmes, the strategy recommends that more attention be given to evaluation services and to a wider dissemination of their findings. Such a strategy is important because member States are at varying stages of the integration process. By disseminating the results from such evaluation, the experiences of countries with a longer tradition can be shared by others.

B. Studies on population dynamics

27. In order to foster the implementation of the first strategy as thus proposed, it is important for member States to undertake studies aimed at monitoring population dynamics, in a drive to promote increased awareness regarding the implications of the high population growth rates, high fertility, uncontrolled urbanization and migration and to stimulate the thinking for possible solutions to population problems.

28. All the studies should be couched within the framework of the emerging integrated approach to population and development planning. One focus of these studies should be on "what population" (size, structure, composition and dynamics) is relying on "what resources" (i.e., the environment). Since requirements for natural resources increase both with growing populations and growing consumption per capita, the strategy should be for "a just distribution of resources and to the minimization of wasteful aspects of their use. It is imperative that all countries and, within them all sectors, should adapt themselves to a more rational utilization of natural resources" (United Nations, 1984). The "rational development, management and utilization of natural resources should be encouraged in order, inter alia, to prevent early exhaustion of finite resources and overburdening of renewable resources" (General Assembly res. 35/56, annex, para. 32). "There is need to ensure an economic development process which is environmentally sustainable over the long run and which protects the ecological balance. Determined efforts must be made to prevent deforestation, erosion, soil degradation and desertification" (General Assembly res. 35/56, annex, para. 33). Other General Assembly resolutions (42/186 and 42/187) urge the incorporation of sustainable development in the activities of the United Nations (and hence of its Member States) with a view to raising the economic standards of the poor to a point where they can maintain their resource base for use by later generations.

29. A related highlight of the studies should be on the determination and analysis of the profile of specific population groups: youth, the aged, the disabled, juvenile delinquents and criminals. The growing numbers of youths is a reflection of the rapidly growing population rate. The relatively small proportion of the aged is only a temporary phenomenon for the region as a whole. The warring situation in countries is generating an increasing number of disabled persons. Studies on the social situation should, among others, provide data on these various groups as well as guidelines for making them self-reliant and lessening the drain on society.

30. In this context, the General Assembly resolutions on the world aging situation (41/87) and on the International Plan of Action on aging (44/67) are also pertinent. Contributions are expected to be provided by the ECA secretariat to the United Nations Centre for Social Development and Humanitarian Affairs (CSDHA, Vienna) incorporating the secretariat's expertise in the study. In particular, an outline of the study is expected to be submitted by May 1990 to CSDHA on the secretariat's activities for 1992 and beyond for incorporation into the global programme. The situation in member States should be drawn upon by the secretariat in providing such inputs.

31. Another area of focus for such studies should envisage a greater role of women in the development process. In order to improve and/or increase the involvement of women, a basic prerequisite is to effect changes in their legal status. Available evidence based on a recent ECA study (UAECA, 1990) notes that in many countries, the statutory law affecting women is often overridden by the customary law, especially

with respect to marriage and family spheres where the woman is still treated as "a minor and subordinate to a man". The evidence reveals considerable discrimination against women in many societies, particularly in the granting/loosing of citizenship, in access to public work, and in inheritance and property rights of married women. Given these discriminatory practices, the women cannot enjoy their right as equal citizens despite the existence of several international conventions and national laws.

32. It will be recalled that the World Conference on International Women's Year (Mexico, 1975) adopted a Plan of Action for the advancement of women, with 34 resolutions to supplement the World Population Plan of Action on population (1974). These resolutions covered research/training for the advancement of women in Africa and the establishment of short-, medium- and long-term targets to implement in the areas of increased literacy and vocational training in basic skills, parity of enrolment at the first cycle of the educational pyramid, increased employment opportunities, development of modern rural technology, cottage industries, etc. Several member States (e.g. Burkina Faso, Cote d'Ivoire, Egypt, Gabon, Nigeria, Swaziland, Uganda, the United Republic of Tanzania and Zaire) highlighted the progress so far made in establishing national commissions and women bureaux. Admittedly, the number of such member States has increased since then. There is need for a study to assess the actual progress being made in this context.

33. As noted earlier, the studies by the ECA secretariat had stressed the importance of the role of women generally and the family in particular during the course of development. The findings from those and other studies should be used as guides to the development of measures designed to increase and/or improve the involvement of women in the development process. In this regard, it should be recalled that in her "1989 state of the world population report", the Executive Director of UNFPA (Dr. Nafis Sadik) observed that: "the extent to which women are free to make decisions affecting their lives may be the key to the future, not only of the poor countries but of the richer ones, too. As mothers, producers or suppliers of food, fuel and water, traders and manufacturers, political and community leaders, women are at the center of the process of change." (UNECA,1989).

34. To boost greater involvement of women in the development process, the recommendations of the ECA study just noted (UNECA, 1990) are pertinent and should constitute a cornerstone of the strategy that should be adopted. At the international level, the study suggests that advisory and training services should be organized to enable participants from member States to share experiences and to bring their national legislation in conformity with international standards on the status of women. At the national level, the study suggests (a) the review and updating of existing legislation; (b) the establishment of appropriate government bodies to monitor the changes emanating from the adoption of new laws; (c) organization of legal education for school children on the rights and status of women in formal and informal sectors; (d) use of the television, radio, newspapers, magazines and other media for interpreting legal provisions in a way that they are understood by a vast majority of common people particularly as the latter are illiterate and largely comprise women; (e) strengthening of sanctions for crimes committed on sex grounds; (f) the organization of different legal aid schemes, legal consultations, advisory/technical services; and (g) the organization of all types of research to determine the real status of women in society in different spheres.

35. On fertility specifically, there is need to continue with in-depth studies to ascertain that the factors affecting its levels and trends are consistent with slowing down rapid population growth rates. Future research should make more explicit reference to the biological mechanisms affecting fertility. Research on attitudes towards family size should provide a hierarchy among those considerations relevant to procreation. The research needed to inform policy makers should proceed from accurate measurement of the proximate determinants of fertility combined with modelling of the proposed policy interventions.

36. There is the need to demonstrate the potential effect of an increase in the age at first marriage, for example, on total fertility through simulations that contain actual data for their initial conditions. It will then be left to policy makers to weigh the cost, in terms of acceptability to the general public, against the foreseen benefits. Raising the minimum age at first marriage is part of most population policies in the region, yet there has been little demonstration of what benefits would accrue if this particular strategy is implemented. This lack of information means that there is no material for persuading politicians and administrators to enforce what may be seen as an unpopular measure. In the main, studies related to an increase in the modal age at first marriage for females should, among others, provide them with a greater control of themselves in relation to childbearing and education with consequent implications for a greater role in the development process.

37. The same is, ipso facto, true regarding mortality and morbidity excepting that, here, emphasis should be placed on studies based on the interrelationships between child/maternal mortality and fertility levels and trends. Policy makers need to be provided with analyses that contain quantitative comparisons of possible policy interventions and their effect on mortality rates. There is a need for analysis on differential mortality rates, over space and between socio-economic groups according to the underlying proximate determinants such as water, nutrition, education and housing conditions. There is a need to go beyond describing mortality differentials to explaining why they exist; this calls for intensive studies to identify the detailed spatial distribution of diseases and their etiology.

38. In the area of urbanization/migration, the focus should be on the problems of drought, desertification and refugees in relation to their effects on other population variables. Logistics for research work have meant that disproportionately more is known about conditions in urban than rural areas. There is need for more balanced information between rural and urban areas. The studies of spatial distribution have naturally concentrated on the more discernible factors: income differences between rural and urban areas and sizes of landholdings are often used as indicators of push factors in rural areas. More information is needed on how people actually live in rural areas: their housing, water supply and how many hours per day they must work to ensure their survival. Further information is needed on the quality aspects of rural life. It is these considerations together with the more psychological ones such as escape from parental authority that may explain the pattern of migration flows being observed.

C. Integration of population variables and policies in development planning

39. In spite of recent problems regarding central planning, member States have to continue to plan their development strategies in a co-ordinated manner in order to maintain the power to monitor the economic trends and to have some advance knowledge

about the medium and long-term perspectives of their economies. The strategy should encourage member States to utilize the "guidelines" noted earlier as an analytical framework within which to subsume the development of their national population programmes as integral parts of their overall development strategy. Additionally, the people (i.e. the whole community) should be totally involved in the process of designing and implementing the projects, policies and programmes in relation to the development strategy of the nation. In the past, the norm had been to exclude the people "from any critical and significant contribution to national directions"; this made "popular mobilization and effective accountability difficult". ... "Putting the people first is a conditio sine qua non both for socio-economic recovery and transformation and self-reliant and internally self-sustaining processes of development". (Adedeji, 1990).

D. Data collection, training and research

40. In order to implement the suggested programmes in the first three strategies, population development related data should be collected, analyzed and the findings emanating therefrom should be utilized in the formulation and implementation of plans. As African countries are expected to make a breakthrough in improved data availability, increased demand for demographic data analysis might have to be met by the secretariat. In this regard, three actions can be envisaged: the organization of national seminars on analysis and use of census/other data, middle-level on-the-job training and direct advisory services in data analysis to the countries, on request. Among other things, the seminars should promote increased awareness regarding the components of population growth. Equally, although needs will continue to be expressed for trained personnel, training programmes should shift gradually to research and selective training as against academic training.

41. Accordingly, in planning their overall strategy to obtain data needed for integrated planning, member States should emphasize the link between the collection and analysis of the data. Data users should be linked with the whole process of data collection right from the beginning so that the needs of all users are taken into account. In this regard, country-based training programmes should be emphasized so as to strengthen national capability for collecting, analyzing and utilizing data in the planning process.

E. Information dissemination

42. Admittedly, success in integrating population factors into development planning depends upon creating an awareness of population problems at different levels of decision making, particularly at those dealing with the allocation of resources to family planning and other population-related programmes. In this regard, a strategy should be instituted, if not already done, to strengthen existing population information, education and communication (IEC) programmes. Such programmes should be institutionalized so as to provide a continuous chain for collecting, processing and disseminating population information and messages relevant to population and development interrelationship within the overall national population programme.

43. A "storehouse" or national repository or centre for information encompassing research findings in each member State, country experiences on population-development interrelationships, important conferences and seminars, status of implementation of national population-related projects and programmes should be established to ensure ready access to information. The development of data bases to cover these various

areas should form part of the strategy. Additionally, development programmes should create awareness of population in the context of specific developmental relationships and highlight the consequences of population change on particular development objectives.

44. These national efforts in information dissemination should liaise closely with the activities of the Population Information Network for Africa (POPIN-Africa) in order to facilitate information resource sharing. POPIN-Africa, located within the ECA Population Division, is actively developing regional and subregional linkages with pertinent institutions and programmes to enhance the free flow of population information and data among member States. To this end, the promotion of awareness of the impact of population on development (and vice versa) through the utilization of micro-simulation models for graphic displays in order to brief high-level decision makers on the consequences of population change on development efforts should be encouraged. The role of the mass media and press agencies in ensuring further dissemination and diffusion of population information to all sections of the nation will prove an effective catalyst for the sensitization and awareness creation of the efforts by member States.

IV. CONCLUSION

45. This paper has outlined the demographic problems that have been and are continuing to negate the efforts of governments of ECA member States in achieving the objectives of their development programmes. The past, present and future roles of the ECA secretariat in assisting these States to solve these problems have also been indicated. It is noted that despite such assistance during the 1961-1989 period and those of other international agencies, the bulk of the population problems still remain. This is due partly to the multisectoral nature of these problems and partly to the relative ineffectiveness of the policies formulated by the member States themselves to contain the problems. It is in this light that the paper subsequently made additional proposals aimed at providing solutions to these recurrent and persistent problems.

46. Because the regional socio-economic problems are worsening, the search for effective solutions necessarily involves both the countries and the international community. In this context, the twenty-fourth session of the Commission and fifteenth meeting of the Conference of Ministers responsible for economic development and planning held from 6 to 10 April 1989, adopted 22 resolutions embracing various socio-economic development issues in the ECA region. Of these, six were addressed to the United Nations Secretary-General (Document E/ECA/CM.16/27) while the remaining 16 were addressed to the member States themselves, the ECA Executive Secretary, organs of the United Nations and other organizations. Pursuant to the implementation of those addressed to the ECA Executive Secretary, about 13 resolutions have been adopted. These include (a) Proclamation of a second Industrial Development Decade for Africa (656 XXIV); (b) Strengthening development information systems in Africa (658 XXIV); (c) Review of the achievements of the Multinational Programming and Operational Centres of the of the Commission in order to strengthen them (659 XXIV); (d) Promotion and strengthening of subregional, regional and international co-operation in the fight against migrant locusts in Africa (660 XXIV); (e) Creation of an African Economic Association (663 XXIV); (f) Strengthening the capabilities of subregional and regional structures for the integration of women in development (666 XXIV); (g) Measures for strengthening the ECA's special programme for least developed, land-locked and island countries (667 XXIV); (h) Economic Report on Africa and Survey of Economic and Social

Conditions in Africa (668 XXIV); (i) African Institute for Economic Development
Planning (669 XXIV); (j) Establishment of the African Monetary Fund (670 XXIV);
The current economic situation in Africa (671 XXIV); (l) Contributions by the EC
the Preparation of the International Development Strategy for the fourth Un
Nations Development Decade (673 XXIV) and (m) African Alternative Framewor
Structural Adjustment Programmes for Socio-economic Recovery and Transformation
XXIV).

47. On its own part, the General Assembly by resolution 44/211 has, among o
things, "decided (i) that the country offices and the resident co-ordinators sh
effectively provide ongoing multidisciplinary technical advice and support to
government in its programming and executing responsibilities; (ii) to reinforce
team-leadership capacity of the resident co-ordinator within the United Nations sy
at the country level for the integration of the sectoral inputs of the system and
the effective and coherent response of the United Nations system to the nati
programme framework, through, inter alia: ... ; (iii) to request the Director Gen
to include in his annual report on operational activities for development, in 1
an analysis of possible ways and means of providing multidisciplinary technical ad
from the United Nations system at the country level ... taking into account the
to maximize the utilization of the capacities of the country offices and f
representations... ; and, (iv) to request all organs, organizations and bodies of
United Nations system to make, without delay, the necessary arrangements, in
operation with the host governments, ... to establish common premises at the cou
level, and to request the Director General to include in his annual reports
operational activities information on progress made in that area."

48. By the very content of this resolution, it is clear that the UNDP offices
henceforth play a critical role in the implementation of operational activities at
country level. UNFPA, equally, besides providing much of the funding for
activities, will also be involved in the direct implementation of these activit
Given the long-standing experience of the ECA secretariat regarding assistance to
member States, on request, in various areas of the population field, it will certai
be in a position to provide such of the inputs that will be required by both UNDP
UNFPA in implementing the activities. This envisaged role of the ECA secretariat
predicated on the likely exorbitant cost of providing additional field staff by
UNDP and UNFPA towards the implementation of the activities. The ECA secretari
knowledge of the countries in the region and accumulated country information by
of data bases can be readily utilized in this context. The actual modalities for s
utilization can be worked out on an inter-agency basis within the United Nati
system.

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ANNEX

Table 1. Reported views and formulated policies on population growth in ECA member States, 1974-1989

Years	Views on population growth					Policies on population growth				
	Codes					Codes				
	1	2	3	4		0	1	2	3	4
	Per cent (N = 50)					Per cent (N = 50)				
1974	58	16	20	6		6	18	14	6	
1976	48	14	32	-		8	22	22	6	
1978	54	14	32	-		8	24	16	2	
1980	52	16	30	2		6	24	12	-	
1982	40	12	44	-		14	16	28	12	-
1986	36	12	52	-		18	6	38	8	-
1989	36	10	54	-		40	8	46	6	-

Source: United Nations, Trends in Population Policy (United Nations, New York, 1980).

Key to the codes

Views	Policies
1 = satisfactory	0 = no intervention
2 = too low	1 = maintain/no intervention
3 = too high	2 = maintain
4 = no data	3 = lower the rate
	4 = raise the rate
	9 = no data

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Annex
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Table 1. Reported views and formulated policies on fertility levels in ECA member States, 1971-1989

Years	Views on fertility level				Policies on fertility levels					
	Codes				Codes					
	1	2	8	9	0	1	2	3	8	9
	Per cent (N = 50)				Per cent (N = 50)					
1971	-	-	-	-	-	-	-	-	-	-
1976	58	10	2	30	4	2	4	28	4	58
1978	54	12	32	2	64	2	4	22	4	2
1980	42	10	42	6	58	2	16	24	4	-
1983	32	16	50	2	40	-	12	46	30	-
1986	32	6	60	2	58	-	6	30	6	-
1989	40	4	52	4	4	4	8	38	4	-

Source: See table 1.

Table 2. Reported views on fertility levels in ECA member States, 1971-89

Years	Views on fertility levels (X) : 1 = 50 member States		
	Codes		
	1	2	9
1971	-	-	-
1976	1	30	6
1978	1	31	2
1980	1	26	-
1983	6	21	-
1986	6	21	-
1989	6	21	-

Source: United Nations, Trends in Population Policy (United Nations, New York, 1989).

Key to the codes:

Views:

1 = acceptable
2 = unacceptable
9 = no data

Table 4. Reported views and formulated policies on spatial distribution in ECA member States, 1974-1989

Years	Views on spatial distribution (%) (N = 50 States)				Policies on spatial distribution (%) (N = 50 States)				
	Codes								
	1	2	3	4	0	2	3	4	9
1974	-	-	-	-	-	-	-	-	-
1976	-	24	70	6	22	8	64	-	6
1978	-	30	68	2	22	10	66	-	2
1980	-	28	72	-	20	12	68	-	-
1983	-	28	72	-	22	12	66	-	-
1986	-	34	66	-	22	12	64	2	-
1989	12	20	68	-	28	22	40	10	-

Source : United Nations, Trends in Population Policy (United Nations, New York, 1989).

Key to the codes

Views

1 = appropriate
2 = partially
3 = inappropriate
9 = no data

Policies

0 = no intervention
2 = reverse
3 = decelerate
4 = accelerate
9 = no data

Table 5. Reported views and formulated policies on immigration levels in ECA member States, 1971-1989

Years	Views on immigration levels (%) : N=50					Policies on immigration levels (%) : N=50				
	Codes									
	1	2	3	9	0	1	2	3	4	9
1974	-	-	-	-	-	-	-	-	-	-
1976	82	8	4	6	-	2	78	6	8	6
1978	88	6	4	2	2	2	84	6	4	2
1980	86	2	12	-	2	2	82	12	2	-
1983	80	2	18	-	2	2	76	18	2	-
1986	78	2	20	-	-	2	78	18	2	-
1989	78	2	20	-	32	-	38	28	2	-

Source : United Nations, Trends in Population Policy (United Nations, York, 1989).

Key to the codes

Views

1 = satisfactory
2 = too low
3 = too high
9 = no data

Policies

0 = no intervention
1 = maintain/no intervention
2 = maintain
3 = lower the rate
4 = raise the rate
9 = no data

Table 6. Reported views and formulated policies on emigration levels in ECA member States, 1974-1989

Years	Views on emigration levels (%) : N=50				Policies on emigration levels (%) : N=50				
	1	2	3	9	Codes 0	2	3	4	9
1974	-	-	-	-	-	-	-	-	-
1976	86	2	6	6	-	86	6	2	6
1978	84	2	12	-	-	88	8	2	2
1980	86	2	12	-	-	88	10	2	-
1983	76	-	24	-	-	82	16	2	-
1986	82	-	18	-	-	82	14	4	-
1989	80	-	20	-	34	42	20	4	-

Source : United Nations, Trends in Population Policy (United Nations, New York, 1989).

Key to the codes

Views

1 = satisfactory
2 = too low
3 = too high
9 = no data

Policies

0 = no intervention
1 = maintain/no intervention
2 = maintain
3 = lower the rate
4 = raise the rate
9 = no data